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**Department of Defence**  
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# Pre-Deployment Handbook Papua New Guinea

*Margaret Egudo and Paul Bennett*

**Joint and Operations Analysis Division**  
**Defence Science and Technology Organisation**

DSTO-GD-0808

## **ABSTRACT**

This Handbook provides information that will assist in understanding the complex environment that is Papua New Guinea (PNG) in the 21st century. The research and analysis should support a range of contingencies that might see the Australian Defence Force (ADF) operating in support of the PNG Defence Force (PNGDF). These include bi-lateral and multi-lateral exercises, stabilisation and capacity building missions and humanitarian assistance and disaster relief (HADR) operations.

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# Pre-Deployment Handbook Papua New Guinea

## Executive Summary

The independent State of Papua New Guinea (PNG) is an island group located north of Australia in the region popularly known as Melanesia. Australia and PNG have a long, enduring and close relationship. The ADF continues to conduct regular bilateral and multilateral exercises in order to support a professional, capable and sustainable Papua New Guinea Defence Force (PNGDF). The skills and interoperability developed between PNGDF and ADF units during these exercises enhance PNGDF's border and maritime security capabilities and our combined ability to foster security and stability in our region.

PNG's location places it within the volcanic chain, known as the Pacific 'ring of fire', that runs between Japan and New Zealand, making it prone to natural disasters particularly in its northern and eastern coasts. As a consequence, the ADF can expect to support the PNGDF in the event of future humanitarian emergencies.

This Handbook contains research and analysis of Papua New Guinea's (PNG) history, geography, culture, society, government and internal stability as well as providing information on the nature of Australia's whole-of-government assistance to the country.

**The Handbook has been developed at the request of the Commander 1<sup>st</sup> Division and forms part of the material provided to all Australians prior to their deployment (or posting) to the country.**

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# Pre-Deployment Handbook

## Papua New Guinea



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Defence:

- HQ 1st Division
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Updates, observations or feedback to maintain the utility, accuracy and relevance of this handbook are welcomed and can be emailed to [HQ1DIVAWB@DRN.MIL.AU](mailto:HQ1DIVAWB@DRN.MIL.AU)

## This guide is available electronically at:

<http://legacy/TeamWeb2010/ARMY/1div/HQ%201%20Div%20Directory/awc/Pages/AWB-Welcome.aspx>

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# Foreword

The purpose of this Handbook is to provide relevant contemporary information for a range of contingencies that might see the ADF operating in support of the PNGDF.

Australia and Papua New Guinea have a long, enduring and close relationship. The ADF continues to conduct regular bilateral and multilateral exercises in order to support a professional, capable and sustainable PNGDF. The skills and interoperability developed between PNGDF and ADF units during these exercises enhance the PNGDF's border and maritime security capability and our combined ability to foster security and stability in our region.

Natural disasters are increasing in frequency, scale and impact. PNG's geographic location places it as part of the volcanic chain known as the Pacific 'ring of fire' that runs between Japan and New Zealand, making it prone to earthquakes and volcanic eruptions, particularly along its northern and eastern coasts. The ADF can expect to support the PNGDF in the event of future HA/DR.

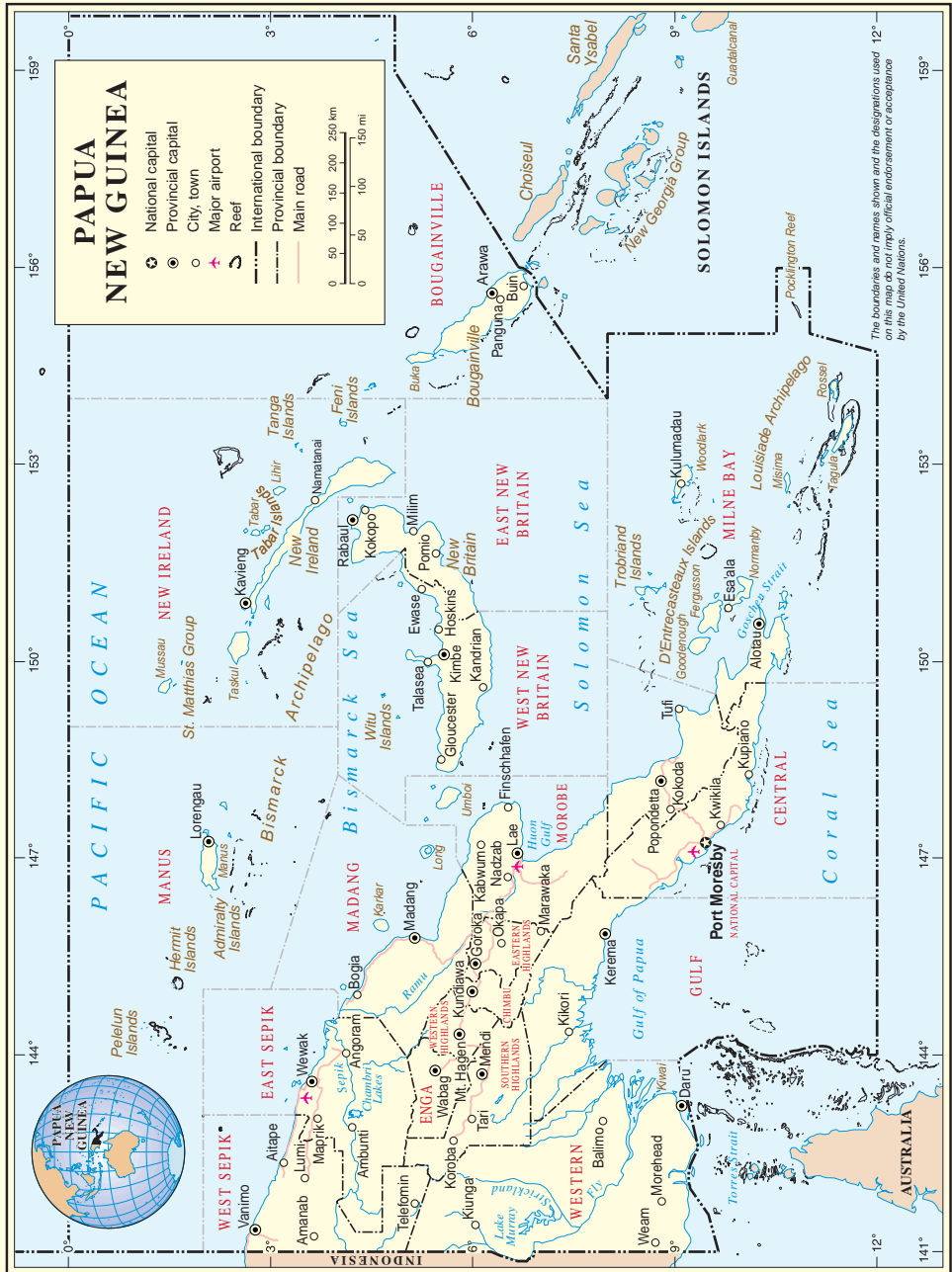
This Handbook is a compilation of theatre relevant, defence focused and academically sound material that will assist your deployment in support of the PNGDF. It covers a broad remit and contains general knowledge about the history, cultures, environment, societies and the Government of Australia's involvement across the Country. All this is essential information that everyone needs to know regardless of their role within any future mission.

I ask that you view this handbook as a start to the preparations required for your deployment and commend the Reading List to you.

**S.L. SMITH, DSC, AM**



Major General  
Commander 1st Division



United Nations Map of Papua New Guinea. Photo source mapsol.net.



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# Introduction

This handbook has been created to assist you in understanding the complex environment that is Papua New Guinea (PNG) in the 21st century. It will allow you to put your pre-deployment training into context and enrich your understanding of the local environment.

This handbook concentrates on the social, historical and political factors that are of relevance to your deployment and influence Australia's involvement with our close neighbour. The behaviour of Australian people, whether as part of a security force, as monitors of democratic processes or as international business stakeholders will contribute to the way in which PNG perceives Australia. It is in Australia's interests to foster favourable relations with PNG and to be seen as a valuable partner.

Your deployment is part of Australia's ongoing relationship with PNG. A deep understanding of where PNG is today and where it wants to go will contribute to maintaining successful ties between our two countries. This is a time to think more broadly than security, we are in the business of engagement and the more informed we are in this endeavour, the greater the benefit to our region and ourselves.

The Independent State of Papua New Guinea (PNG) is an island group located north and north east of Australia in the region popularly known as Melanesia. At the closest point PNG is only 3km



*PNG, a land of diverse cultures* Photo source unknown.

distant from Australia's Saibai Island in the Torres Strait. PNG is one of the most culturally diverse countries on Earth, with up to 841 traditional societies. It is one of the world's least explored nations and most inhabitants still live subsistence lifestyles in rural communities, with about one third of the population living on less than AS\$1.20 per day. Despite that, it is the seventh fastest growing economy in the world thanks to extensive untapped mining resources.





# Chapter 1

## Geography

# Geography

## OVERVIEW

Papua New Guinea (PNG) is a south western pacific island nation that is located 160 km north of Australia's Cape York. Generally referred to by its initials, PNG the country comprises the eastern part of the Island of New Guinea and shares the border with the Indonesian region of West Papua. New Britain, New Ireland, Bougainville, and over 600 associated small islands located between the Coral Sea and the South Pacific Ocean also form part of PNG. Besides Indonesia and Australia, PNG's other nearest neighbours are the Solomon Islands and Federated States of Micronesia. The entire country covers a total area of 462,840 sq km, which is about half the size of NSW, with a coastline stretching 5,152 km. The nation's capital, Port Moresby is located on the southern coast. The main currency used is the Kina (PGK) and the international country code is 675. There are four regions in PNG: Papua, Highlands, Momase and New Guinea Islands.

## TERRAIN

Much of the country is dominated by rugged mountains, rainforests, coral atolls and river systems. The mainland is distinguished by the central highland mountain range (Central Cordillera) that rises to over 4,000 metres reaching the highest point at Mount Wilhelm (14,793 ft or 4,509 m) in the Bismarck range. The Star, Hindenburg, Muller, Kubor, Schrader, Bismarck, and Owen Stanley form part of the range that extends from Indonesia's region of West Papua to the eastern cape. Smaller islands feature mountain ranges with lower elevation that rise directly from the sea or from narrow coastal plains. Major rivers in the country include the Sepik (1,126 km), Ramu (640 km) and Markham (180 km) that flow north to the Bismarck Sea, and the Fly-Strickland (1,050 km) and Purari (470 km), which flow south to the Gulf of Papua in the south west. Low land valleys of these rivers are covered with rich grasslands. PNG forms part of the volcanic chain known as the Pacific 'ring of fire' that runs between Japan and New Zealand, making it prone

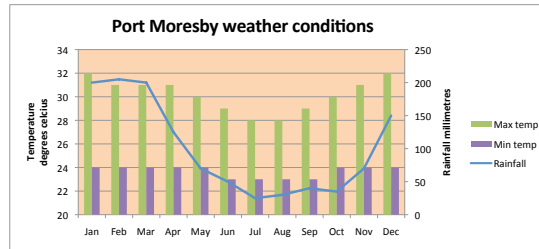
to earthquakes and volcanic eruptions, particularly along its northern and eastern coasts. This ring of fire has 75% of the world's active volcanoes and approximately 90% of the world's earthquakes occur along the ring, which also covers North and South America. Volcanic eruptions are not uncommon and the area is prone to earthquakes and tsunamis. For instance, the inhabitants of the Manam Islands were evacuated to the mainland in 2005 after a violent eruption by the island's volcano and a tsunami at Aitape on the country's northern coast in 1998 killed over 3,000 people and caused widespread devastation. The most recent earthquake was in July 2010 when two quakes struck 537 km northeast of Port Moresby and 117 km east of Kandrian, respectively.

## CLIMATE

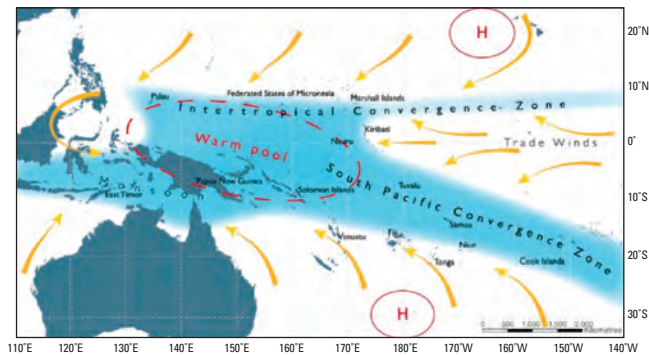
PNG has a moderate tropical climate and is generally hot and humid throughout the year. Its rainfall patterns are influenced by altitude and two principle seasonal pressure systems, the northwest or wet monsoon (December to March) originating in Asia and the southeast monsoon or dry trade winds (May to October). Islands in the north and north-east of the country generally experience consistent rainfall throughout the year with temperatures consistently above 28°C. Lowland, coastal and island areas have daytime average temperatures of around 27°C throughout the year. Humidity in the lowland varies around 80 percent. Highland areas also receive high annual rainfall with temperatures ranging from a low



*The Pacific Ring of Fire. Photo source unknown.*



Main features influencing climate of PNG.



Ref. Australian Bureau of Meteorology and Commonwealth Scientific and Industrial Research Organisation (CSIRO), *Climate Change in the Pacific: Scientific assessment and new research, regional overview*, p.37 [8]. Photo source unknown.

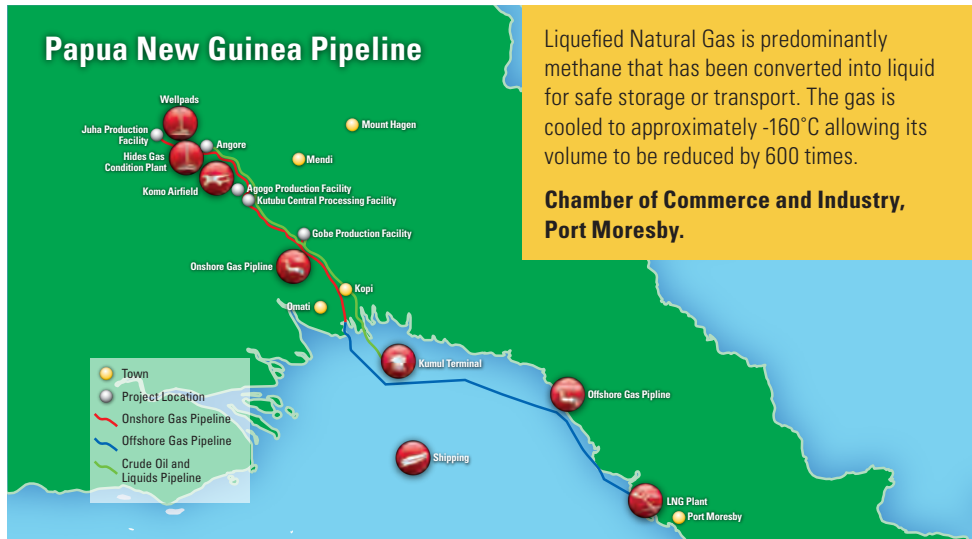
of 4°C to 32°C. The Capital District area receives less than 1 000 mm a year because it is located in a rain shadow. Tropical lightweight cotton clothing is recommended, while warmer clothing may be needed in the highlands.

**West Pacific monsoon.** The western Pacific monsoon is the southern extension of the larger Asian-Australian monsoon system that moves seasonally from the northern hemisphere into the tropical regions of the south during December to February. It is characterised by reversal of prevailing winds that are responsible for causing movement from very dry to very wet conditions. It affects countries in the far western Pacific and the Indonesian archipelago.

**Sub-tropical and high latitude influences.** These influences are associated with sub-tropical high pressure systems, south-east and north-east trade winds, and cold fronts.

## AGRICULTURE AND RESOURCES

The country has a dual economy and 80% of the population live in rural areas and are engaged in subsistence agriculture, cultivating crops such as sweet potatoes, taro, yam, bananas, and sago palm. A small number of farmers produce coffee, copra, cocoa, tea, rubber, and oil palm for export while other activities include hunting and fishing. The country's natural resources include oil, natural gas, gold, copper, silver, nickel, fisheries and timber. Minerals including gold, oil and copper account for nearly two thirds of export revenue. Further diversification of the economy and the \$19 billion liquefied natural gas (LNG) project that is planned by commercialising the Hides, Angore and Julla oil fields, and expanding operating fields of Kutubu, Agogo, Gobe and Moran in the Southern Highlands and Western Province has potential to further increase the country's foreign earning. Production is scheduled to begin in 2014.



*Liquefied Natural Gas (LNG) Project Map - Artist's impression. Illustrative design not to scale. Copyright 2010, Esso Highlands Limited. Image source Map of Papua New Guinea by FreeVectorMaps.com.*

## POPULATION

Based on the United Nations Medium variant estimates of the total population in 2012 was 7 321,000, of which 3 735,000 were male and 3 586,000 female. The US Central Intelligence Agency (CIA) World Fact Book for 2013 reports nearly half of PNG's population is under the age of 20 and this proportion is expected to increase in the future.

### Urban population

Port Moresby is the country's capital and main commercial, administrative and educational centre. It has the second largest sea port in the country after Lae and its main economic activities are in the service industry. The population of Port Moresby, according to the Commonwealth Yearbook 2013, was 307,000 in 2010. In terms of liveability, a survey by the Intelligence Unit of The Economist has rated the city of Port Moresby among the world's ten 'least liveable cities' with a rank of 139 out of 140 cities that were rated. Based on overall ratings from 100 (considered ideal) to 0 (intolerable) Port Moresby's overall score was 38.9. This figure is indicative of the

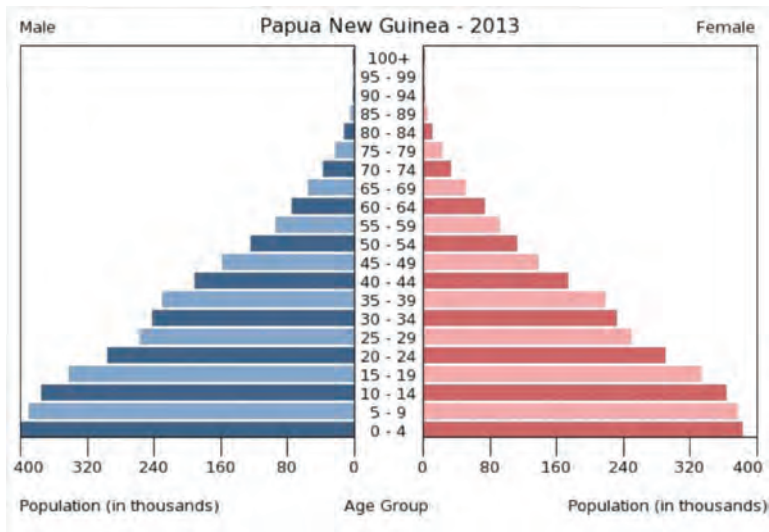
city's increasing rural-urban migration, challenges associated with high levels of unemployment and provision of adequate and reliable essential services including policing.

Lae in Morobe Province is PNG's second largest city and the industrial hub with manufacturing, trading, agribusiness, and fisheries among its business activities. Many of the largest producers have their offices located in Lae because of the port facilities. The Gold-Newcrest mining project located three hours' drive from Lae has driven the city's recent economic boom. However, the city experiences security problems similar to Port Moresby because of rural-urban migration. The population of Lae in 2010 was 96,000 according to the Commonwealth Yearbook 2013.

The population of urban cities is expected to double in the next two decades due to migration from rural provinces such as Chimbu, East Sepik, Manus, Oro and Gulf as people seek better services and income opportunities. To accommodate the growing urban population, PNG's Prime Minister Peter O'Neill,



### Population breakdown by age groups



announced a two-tier development strategic plan in August 2013. The first tier involves developing Port Moresby, Lae, Mt Hagen and Kokopo into the country's biggest cities. This will be followed by the towns of Goroka, Madang and Wewak in the second tier. Port Moresby will remain as the commercial and administration centre and Lae the industrial hub. Mt Hagen is expected to become the agricultural city while Kokopo the tourism capital.

## INFRASTRUCTURE

### Transport and communications

Services in many areas of the country are limited due to mountainous terrain. There are few paved roads outside of Port Moresby and no railroads. Some roads deteriorate very quickly during the rainy season and are prone to landslides and floods, however most provinces are accessible by sea. The capital Port Moresby is not linked by road to any of the major towns. One major highway links the town of Lae to highland towns of Wau and Tari. Remote villages can only be reached by aircraft or on foot.

### Road transport

The Papua New Guinea Department of Works (DOW) reported in 2007 that the country had a total of 8,738 km of roads. Of this provincial network 5,755 km were gravel, 2,779 km were sealed and the remaining roads were often inaccessible during poor weather. With assistance from Australia and the Asian Development Bank a comprehensive program of rehabilitation and maintenance has been ongoing since 2007 with around 4,216 km of these roads placed on the priority list in 2012. The goal is to expand the national road network to 25,000 km by 2035. There are currently 16 National Priority Roads as shown in the Table on the following page.

Name	Location: Province
Highlands highway	Southern Highlands/ Western Highlands/Simbu/ Eastern Highlands/Morobe
Buluminsky Highway	New Ireland
Koroba Mendi Road	Southern
Porgera Togoba Highway	Western Highlands/Enga
New Britain Highway	East New Britain/West New Britain
Sepik Highway	East Sepik/Sandaun
West Coast Highway	New Ireland
Baiyer Road	Western Highlands
Hiritano Highway	Central/Gulf
Coastal Highway	Madang/East Sepik/ Sandaun
Kokoda Road	Oro
Wau Highway	Morobe
Coastal Trunk Road	Bougainville
Magi Highway	Central
Ramu Highway	Madang
Northern Road	Oro

Table: 16 National Priority Roads

## Water transport

Approximately 60 percent of PNG's population depends on water transport as well as for delivery of goods and services. The ports of Port Moresby, Kimbe and Lae account for 80 per cent of sea cargo. By 2015 cargo throughput is expected to increase five-fold.

## Air transport

PNG has 562 airports, 21 of which have paved runways. The country's main international airport is Jackson's International, on the outskirts of Port Moresby. Reliable air services operated by public and private providers are located in major urban centres. Air Niugini is the national and international airline, and domestic airlines include Airlines PNG, Airlink, Milne Bay Air, Islands Nationair, Trans

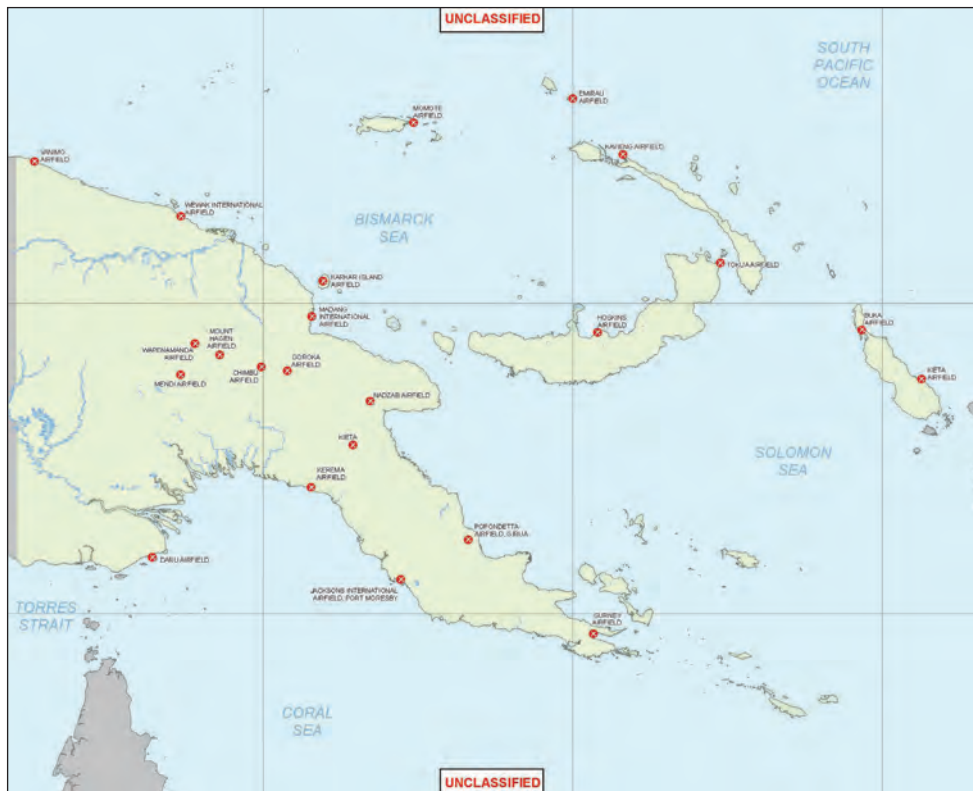
Niugini Airways and Mission Aviation Fellowship (MAF). The PNG government is striving to integrate its air and ground services with regional neighbours and trading partners. Modernisation of systems is ongoing including updating laws and regulations to build capacity. Scheduled projects are estimated to cost over PGK1.919 billion through to 2015.

## Telecommunications.

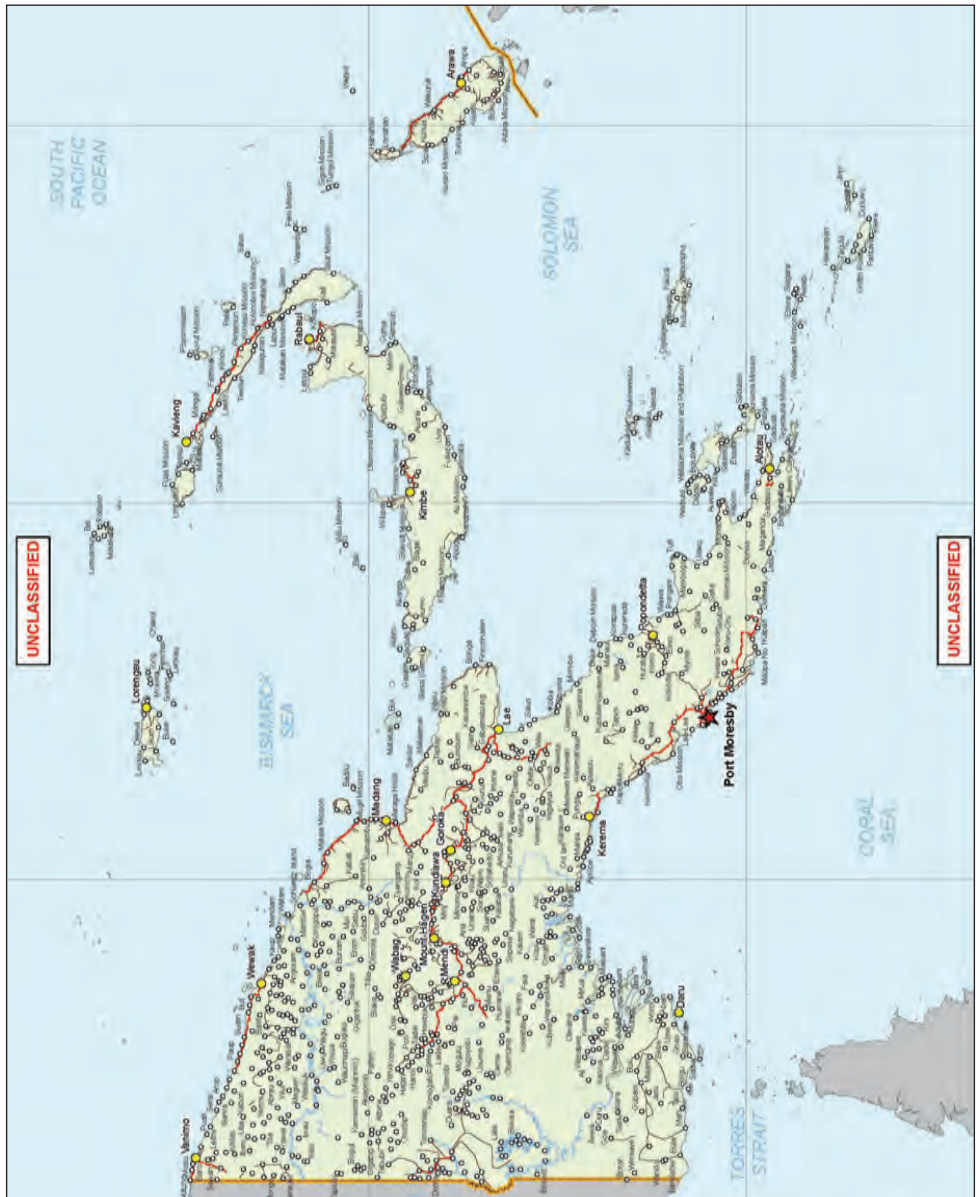
Mobile telephone services are the main form of telecommunications used in PNG. Telikom PNG/ Bemobile and Digicel are the main providers. There are radio services (coastal radio, aeronautical radio) including the national broadcasting corporation (NBC). Fixed line and mobile cellular phone network services have increased in recent years. Satellite and cable services are available in major urban areas. There are two television stations, one commercial (EM TV) and the other state-run (Kundu), with pay television provider Hitron carrying Australian free-to-air channels as well as other content. There are two daily English newspapers, the *Post Courier* and the *National*.

## Energy supply

Approximately 80% of the country's electricity is supplied by hydro power stations with the remainder supplied by thermal and privately owned diesel plants. PNG has three large regional power grids. The Port Moresby system serves the National Capital District and surrounding areas in the Central Province. The Ramu system is serving the load centres of Lae, Madang and Gusap in the Momase Region, as well as the Highlands centres of Wabag, Mendi, Mt Hagen, Kundiawa, Goroka, Kainantu and Yonki. The Gazelle Peninsula system serves the townships of Rabaul, Kokopo and Keravat. That said, almost 90% of the population living in rural areas have no access to electricity, with a key development objective to increase accessibility to at least 70% of households by 2030.



*PNG Airfields. Photo source unknown.*



Map of PNG settlements and sealed roads. Photo source unknown.



## Chapter 2

### History

## PRE-COLONIAL HISTORY

The first people to settle in the Islands of Papua New Guinea were Papuan, Melanesian and Negrito tribes. The tribes migrated from Southeast Asia via Indonesia between 50,000 and 70,000 years ago during the ice age when the sea was probably lower and sea distances were shorter. The migrants were mostly hunter gatherers although they also practiced some agriculture growing bananas and vegetables. The next wave of migrants was Austronesian who settled in coastal areas approximately 5,000 years ago and introduced a system of pottery making. As time progressed a trading system developed between islanders living in coastal areas, allowing exchange of goods such as food, canoes, pigs, shell ornaments, pottery and stone blades. Considerable mixing of groups has occurred since then, although most Papuans live in the highlands and Austronesians in coastal areas.



*Sorcery and Witchcraft.* Photo source [www.abc.net.au](http://www.abc.net.au).

The name Papua originates from Spanish and Portuguese sailors who arrived in the South Pacific region between the 1500's and early 1600s. Jorge de Meneses is reported to have named the main island in 1526-1527 as 'Papuwh' or Ilhas dos Papuas, a Malayan term meaning islands of people with 'fuzzy' or 'woolly' hair. 'New Guinea' was a name given to the island in 1545 by Spanish sailor Ynigo Ortiz de Retez due to the supposed similarity between local people and those he found living in the Guinea coast of West Africa. Dutch, British, and French sailors also made frequent short commercial visits to the area in later periods and by 1870 longer

visits were made by scientists, gold miners, traders and missionaries. When German commercial activity increased, British fear of annexation of the area grew, causing it to enter into negotiations that led to partition of the eastern part of the mainland and nearby Islands in 1884.

## Cannibalism and head hunting

Pre-colonial practices of cannibalism and head hunting that created tensions among tribal groups were not uncommon. Communities of the Purari in the New Guinea Coast, Avatip of the Sepik and parts of the Solomon Islands were noted for such practices which had strong ritual connection and were considered part of warfare. It is suggested they provided warriors with not just bravery, but strength and rejuvenation or spiritual rebirth. These Melanesian practices were in many ways intended to be used as a form of punishment although in some cases human flesh was eaten as a culinary treat and markets supplied such needs. Some communities in the Upper Fly River practiced cannibalism as well as head-hunting while communities in the southern coast were head hunters. Communities in the interior are reported to have hunted each other without discrimination until pressure from missionaries, Dutch and Australian colonial administrations worked to stamp out the practice in the 1950s. Recent information from PNG suggests that open cannibalism has almost entirely ceased in many parts of PNG. While times have changed since pre-colonial times, there are still a few remote areas of West Papua in Indonesia where cannibalism occurs. The Korowai are reported to have continued the practice to the present day, killing and eating witches who are alleged to be possessed by the evil spirit known as the 'Kakua' although this claim still needs to be verified.

## COLONIAL ADMINISTRATION

German New Guinea consisted of the north-eastern quarter of the main island of New Guinea known as Kaiser-Wilhelmsland in honour of Wilhelm II the German Emperor and King of Prussia, and several island groups in the Bismarck Archipelago. Today's

New Britain [refer to diag 1]. Buka and Bougainville in the north Solomon Islands were added in 1886.



*New Guinea from 1884 to 1919. The Netherlands controlled the western half of New Guinea, Germany the north-eastern part and Britain the south-eastern part.*

New Ireland and Manus Island were added to its colony over the next decades. These areas were administered as a protectorate from 1884 until the local defeat of the German's in 1914 when Australian forces took control of Kaiser-Wilhelmsland, its nearby islands of the Bismarck Archipelago and today's New Britain and New Ireland. These areas were administered under the Mandated Trust Territories of the League of Nations and Australia governed them on behalf of the Commonwealth from 1921.

After World War Two both areas were administered by Australia as a single territory and subsequently became known as Papua New Guinea in 1972. PNG was granted self-governing status on 1 December 1973 as a prelude to independence, and a ministry headed by Chief Minister Michael Somare who also became the country's first prime minister was created to guide the country to independence on

For much of this period Australia had an interest in governing at least some part of the country due to strategic objectives. Papua New Guinea as a country did not exist before 1949. Before then there was the Territory of Papua which comprised the SE part of the island of New Guinea and New Guinea, the former German colony. West Papua was a Dutch colonial possession and is now an Indonesian province.

the 16th September 1975. Thereafter the national government was divided into provincial and local administrative structures based on the Westminster system.

The period of colonial administration of Papua New Guinea from 1883-1942 is chronologically summarised below.

### West Papua

In the 1880s the western part of Papua New Guinea was an overseas territory of the Dutch East Indies and was administered as Netherlands New Guinea (*Nederlands-Nieuw-Guinea* in Dutch) until after World War Two. Japanese invasion of Dutch East Indies during World War II ended Dutch colonial rule, but also encouraged independence movements previously suppressed to emerge. Two days after the surrender of Japan in August 1945, independence was declared by Sukarno, an influential nationalist leader and he was appointed President of Indonesia. The Netherlands attempted to re-establish its rule,

Date	Event in Papua New Guinea administration
1883	Papua annexed by Queensland (repudiated by England)
1884	New Guinea annexed by Germany (administered by Neu Guinea Kompagnie)
1888	British annexed Papua as British New Guinea
1889	Germany administers New Guinea directly
1906	Papua (formerly British New Guinea) comes under Australian rule (Papua Act 1905) proclaimed 1906
1914	British Administration of German New Guinea
1921	League of Nations mandate grants administration of German New Guinea to Australia
1942	Civil administration suspended



and the resulting five-year long conflict ended in December 1949, when in the face of international pressure, the Dutch formally recognized Indonesian independence. It was forced to recognise Indonesian sovereignty of the islands it once controlled with the exception of Western New Guinea which was incorporated into Indonesia following the 1962 New York Agreement, and the UN-mandated Act of Free Choice of 1969. Pressure from American President John F. Kennedy and Indonesian nationalists caused the Netherlands to cede Western New Guinea to Indonesia. The handover of Western New Guinea was considered a farce as a mere 1,025 "community leaders" carefully picked by the Indonesian regime delivered a unanimous vote in favour of integration.

Not all indigenous Papuans were happy with Indonesia's involvement and Papuan insurgent independence movements such as the Organisasi Papua Merdeka (OPM or Free Papua Movement) have continued to oppose Indonesian rule and are seeking their own independent state. They cite racial differences because they are Melanesians as opposed to Austronesian (Indonesian) and mistreatment for being a minority group. Their grievances are linked to injustice and denial of sovereignty as they feel they are not being nationally or universally recognised. The area they perceive as their independent state now forms Indonesia's two easternmost provinces of West Papua (formally known as Irian Jaya) and Papua. There have been cross border movements of militants from Indonesia to Papua New Guinea, and reprisals from Indonesian forces. PNG recognises Indonesia's sovereignty although it houses refugees who have crossed to its territory. Recurring tensions between the two countries form part of their domestic politics and foreign policies. The signing of a Treaty of Mutual Respect, Friendship and Co-operation in 1986 has encouraged both countries to work to maintain cordial relations.

## Politics

In the early years after World War Two Australia helped nurture an environment that allowed political parties to emerge. By 1972 there were several

political parties with some regionally based: the United party from the Highlands; Pangu Party formed by Michael Somare; Peoples Progress Party led by Julius Chan; National Party led by Thomas Kavalu; and the ideologically conservative United Christian Democratic Party (later renamed the United Democratic Party - UDP) established in the Sepik Province that identified with the Catholic mission. Pangu has remained a major player since its formation in 1967 with several newer parties forming since then. Due to the variety of political parties, no single party has been able to govern in its own right. The country has been governed through coalitions since independence and there have been frequent 'no confidence' motions and leadership challenges creating tension. PNG is characterised by fluid party politics where parties can appear and disappear with regularity. Electoral volatility from a lack of party stability is the result of cultural and ethnic fragmentation that has affected party size and loyalty.



*Electoral volatility. Photo source [www.abc.net.au](http://www.abc.net.au).*

The significant strides PNG has made since independence by building political institutions, economic infrastructure and providing public services needs to be commended. The young nation has performed well in some areas of human development ensuring political stability, although economic challenges in improving rural-urban disparity in health and education outcomes, and general skills development remain. The uneven level of development has created ongoing challenges due



to the rising population and expectations among young people who are migrating to urban areas in search of employment.



*Relics from WW2. Photo source unknown.*

## AUSTRALIA'S MILITARY INVOLVEMENT

### First World War

Australia's first military action in Papua New Guinea in 1914 was dictated by two things. The first was the strategic requirement to seize German wireless stations and the second was time. These wireless units were critical to the effective operation of the German East Asiatic Squadron and any delay in capturing these assets increased the risk to British and Australian naval operations and shipping lanes in the Pacific Ocean.

The plan developed utilised a joint navy-army force, to be called the Australian Naval and Military Expeditionary Force (ANMEF) of about 2,000 men. It included six companies of the Royal Australian Navy (RAN) Reserve, an infantry battalion and two machine-gun sections, a signalling section; and medical support. The commander was a Boer War veteran, Colonel William Holmes, however preparations were complicated by the fact that at the same time the much larger First Australian Imperial Force (AIF) was also being assembled for service in France. The ANMEF had no previous military experience however they were able to seize and destroy the strategic wireless station in German New Guinea to protect merchant shipping in the region. The battle of Bitia Paka was fought in New Britain south of Kabakaul on 11 September 1914. Throughout the operations Australian forces were rarely opposed and the entire operation had little influence on the later history of PNG. Australia did suffer its first casualties of WW1 during this campaign.

In 1921 the League of Nations granted Papua New Guinea to Australia to administer as a mandated territory (that is administering it on behalf of the League). This would set the scene for the fighting against invading Japanese forces in 1942.

### Key World War II dates

23 January 1942	Japanese Forces attack and capture Rabaul
3 February 1942	First Japanese air raid on Port Moresby
8 March 1942	Japanese forces occupy Lae and Salamaua
21 July 1942	Japanese land near Gona, Papua
25-26 August 1942	Japanese land at Mine Bay
2 November 1942	Kokoda recaptured by Australian forces
9 December 1942	Australians capture Gona
November 1944	Australian and US forces begin mopping up operations at Aitape-Wewak, New Britain and Bougainville
10 May 1945	Australian amphibious force takes Wewak
14 August 1945	Japan surrenders



25 December 1942. Photo source Silk, George.

## Second World War

Australian operations in PNG were fought against the strategic background of the greater War in the Pacific and due to PNG's geographic characteristics, it was the army which took the brunt of the fighting in this theatre, although the other Services played a vital role.

Japan's rapid advance southwards through Asia and the Pacific required occupation of key strategic areas to secure its interests. Its attempts to occupy Australia's territories of Papua and New Guinea were intended to block American supplies to the area and isolate Australia from its ally. It should be remembered that in 1942, despite the natural barrier of the Arafura Sea, the only land combat forces that stood between the invading Japanese and mainland Australia comprised less than four infantry brigades. The Australian campaign (1942 - 1945) was not only noted for its fierce jungle warfare but that it was conducted on a "logistic shoestring". Arrayed against the Allied forces in the South and South-West Pacific Areas, the Japanese in April 1943 had three armies, comprising eight divisions. Australian Forces consisted of four divisions: two AIF and two of militia.

On 23 January 1942 Japan attacked and captured Rabaul, and used the administrative centre of New Guinea as its base for the attempt to invade Port Moresby via the village of Kokoda. At the time Port Moresby served as a civil and military administration

area for the eastern part of the territory. At Port Moresby the Australians had managed to reinforce their defensive position and provided the Japanese who had over stretched their supply lines with stiff resistance. This led to the Japanese withdrawing their assault on Port Moresby on the 24th September 1942. Had they seized Port Moresby it would have dealt a huge blow against the Allies in the South West Pacific. By establishing air and naval facilities there the Japanese could prepare attacks directly against northern Australia and harass shipping lanes. Japanese forces also controlled Lae, Finschhafen and Salamaua. The Japanese larger plan involved occupying Caledonia, Fiji and other islands in the South Pacific so as to block supply lines in the Coral Sea. Australia responded with sea, land and air campaigns with engagements conducted around Owen Stanley mountains as part of the larger campaign (July to November 1942), the strategically placed harbour at Milne Bay (August to September 1942), and at the battle of the beachheads at Buna-Gona and Sanananda areas (mid November 1942- January 1943).



Kokoda trail between Naoro and Menari. Photo source unknown.

Milne Bay involved two Australian infantry companies, a machinegun platoon, and a company of the 46th United States Regiment. The Kanga force located around Wau and Salamaua prevented Japanese forces establishing a link between these two areas. Owen Stanley Range involved the Papuan Infantry Battalion, a small force of 300 to patrol the area and prevent Japanese advance. Potential Japanese occupation of Papua was prevented with the help of allied American forces and local soldiers

including helpers who carried sick and injured soldiers on stretchers.

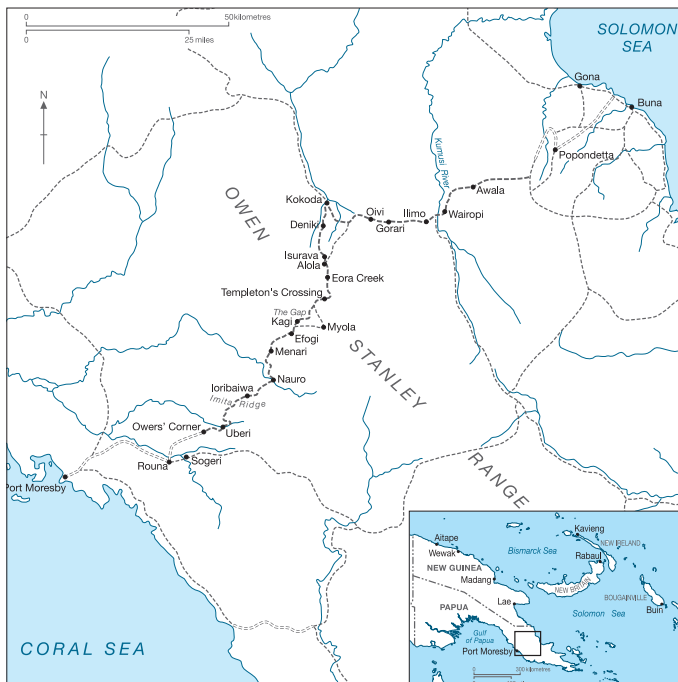
Other significant battles fought in PNG include Bougainville involving some 40,000 Japanese troops, New Britain against 100,000 Japanese soldiers and Aitape-Wewak against 35,000 Japanese troops. Troops suffered discomforts of the rugged terrain, weather conditions (hot, wet, humid) and tropical diseases. At least 400,000 Australians soldiers fought in the Papua New Guinea campaign between 1942 and 1945.

Kokoda in particular holds a central place in Australia's memory as it involved a larger counter campaign. Its wartime track now symbolised by the 'Kokoda track' has become an annual pilgrimage for many Australians. The track and surrounding Owen Stanley ranges has been listed by the Australian government as a place of historical significance. The Government of Papua New Guinea has also accorded

it similar profile listing it as a cultural and natural site to be protected for wartime history. The Kokoda track is 96 km long and takes about 50 hours to walk from Owen's corner to Kokoda station.

### Bougainville

Australia's colonial administration of PNG through to independence has also been marked by lingering secessionist moves by the people of Bougainville who since the 1960s have sought to align themselves with the Solomon Islands rather than Papua New Guinea. Issues of secession are strongly linked to ethnic identity which is more closely related to the people of the Solomon Islands. In addition, they are linked to copper mining exploration and development of infrastructure in the Panguna area and ad hoc compensation arrangements that created dissatisfaction among local land owners.



Map of Papua New Guinea and the Kokoda Track. Photo source Department of Veterans' Affairs.

When the national flag was created and raised during independence it was viewed by Bougainvilleans as symbolising political domination by Papuans over Bougainvilleans with the upper half painted red and lower half black. The red represented the lighter-skinned Papuans often referred to as “red skins” over their people (the black) due to their dark pigmentation. Skin colour has been a focal point for ethnic identification and differentiation and highlights differences in colonial experience.

In Bougainville in 1988 minor protests progressed to insurgency, leading to a breakdown of law and order that required immediate response from Papua New Guinea Defence Force (PNGDF) to support the police to quell the fighting. In 1994 an 800-strong South Pacific peace-keeping Force (SPPKF) was deployed to Bougainville. The force, supported by HMAS Success and HMAS Tobruk, was deployed to Bougainville for three weeks to provide security for a peace conference. Prior to this time the island had suffered much unrest triggered initially by the use of non-Indigenous labour in the Island’s largest copper mine. PNG then deployed its Defence force to suppress widespread property destruction and a growing separatist movement. Its intervention only inflamed the islanders and caused the situation to deteriorate further. Plans for a truce collapsed due to mutual mistrust among the leading groups and the task force was withdrawn.

The introduction of Sandline International in 1997, a company of ‘military consultants’ again inflamed the situation creating adverse perceptions of internal security forces and exacerbated the conflict as it polarised communities and the military. Sandline’s presence was rejected by PNGDF Commander Brigadier General Singirok, however political leaders including Prime Minister Julius Chan pressed forward with their use. Singirok demanded the Prime Minister’s resignation and all Sandline employees were detained by the PNGDF. Chan eventually resigned following a military standoff, and within a year a truce had been reached on Bougainville.

Australian troops and officials were involved in the Truce Monitoring Group, led by New Zealand, and

Australia led the follow-on Peace Monitoring Group. The Bougainville Peace Agreement was signed in 2001, the PMG left in 2003 and the first Autonomous Bougainville Government was elected in 2005.

Bougainville’s decade-long crisis also strained relations between PNG and its eastern neighbour the Solomon Islands due to the accusation of cross border movement of militants who were allegedly supplying arms, ammunition and medicine to Bougainville.

Resolution of the Bougainville conflict did not dampen separatist sentiment and ethnic identity, coupled with mineral exploitation has been central to the sense of being Bougainvillean. These issues were instrumental in the establishment of the North Solomons Provincial government in 1975, and a referendum on independence will be held in the period between June 2015 and 2020. Pre-conditions for the referendum include weapons disposal and good governance. Australia is conducting Operation Render Safe in Torokina, Bougainville in late 2014 to assist with weapons disposal efforts.

### **PNG Defence Force**

Papua New Guinea’s only regular force, the Pacific Islands Regiment, continued to be controlled from Australia until 1975. After World War Two it continued to be officered by Australians and the Regiment remained on the Australian Army order of battle. In 1965 PNG was reorganised as Papua New Guinea Command. In January 1973 PNG’s defence establishment was designated as the PNG Defence Force but continued to be administered from Australia until the country’s independence in 1975.

### **Australia’s Current Involvement**

The ADF recently assisted with the conduct of the 2012 PNG national elections through Operation CATHEDRAL. This logistics support mission helped the PNG Electoral Commission with the transport of officials and equipment across PNG. The ADF also moved the PNGDF and RPNGC in support of PNG election security efforts. At the height of the deployment there were approximately 250 Australian and NZ Defence Forces personnel in PNG.



## Chapter 3

### Society

## INTRODUCTION

With a broad understanding of the history and varied geography of PNG, the aim of this chapter is to provide a basic understanding of the culture and society.

Whilst reading this chapter bear in mind the following points:

- Respect, tolerance, patience and the ability to laugh at yourself are key to working in a new cultural environment. You should approach each individual with humility and respect.
- As a visitor, YOU are the strange one. Keep an open mind as you explore PNG, meet its people and interact with their culture.
- Do not undervalue local knowledge. Be aware that there are different ways of knowing and seeing the world. A local knows the place best.

## POPULATION – AGE, GROWTH & SOCIAL PRESSURE

Traditional tribal dynamics are beginning to be pressured by population growth, an increasing youth bulge, limited distribution of health services, child mortality, urbanisation and employment pressures, however, family and tribal loyalties (wantok) still dominate aspects of PNG society.

Nearly half of PNG's population is under the age of 20 and this proportion is expected to double in the future. PNG has a relatively high population growth rate of 1.9% with 1.05 males to females born (Australia has a rate of 1.2%). It is estimated that life expectancy is 63 years and infant mortality is 43 deaths per 1,000 live births (Australia has a rate of less than 5/1,000).

With a rate of urbanisation of 2.9% PNG is facing the problem of rural-urban drift creating pressure on employment and government provided civil services. Predominantly, people in the age group 15-29 years are migrating to Port Moresby and other large towns in search of employment. Without the necessary skills and the limited job opportunities even in urban centres some young people have become

vulnerable to risky behaviour and violence. Idleness and frustration has been one of the contributors to increasing involvement in raskolism, which has become a critical law and order issue in PNG in part due to the under-resourcing of the police.

## OFFICIAL LANGUAGES

There are three official languages spoken in PNG, Melanesian tok pisin (pidgin), Hiri motu and English. Tok pisin (pidgin) is an English-based creole language that evolved from interaction between local tribes with early English speaking traders and whalers. It is the most widely used language. Hiri motu is a simplified version of Motu, which was formerly a police language and its origin can be traced to 1890 with Sir William Macgregor's first police force and interaction with Motu people around the Port Moresby area. English is the language of business, government and education.

## CULTURE AND CUSTOMS

PNG has more than 800 different native languages and 20 cultures, each with its own tradition and customs. The largest ethnic group are of Melanesian origin followed by Papuan, Negrito, Micronesian, and Polynesian. Within PNG the fundamental group is the extended family which is bound together by descent and may cover a wider area. Like other Melanesian societies the wantok system of tribal and familial relationships dominates interactions highlighted by reciprocal social responsibility for



*Pacific Partnership 2010 members watch a traditional dance by children from Malaguna Primary School during the Opening Ceremony in Rabaul.*





*Traditional dress* Photo source unknown.

all extended family members. The wantok system (Tok Pisin for people of one language) is a marker of collective identity which permeates most aspects of a PNG person's life. It is a unique system of expressing social obligations which requires relatives to support members of their immediate and extended family with certain favours. On the surface it is a rather egalitarian system not unlike a form of social security which can extend to clan or tribe in time of need. Within villages each person is expected to accommodate and feed their wantoks if they fall upon hard times until more permanent arrangements are made.

Understanding the wantok system is a vital component to successful interactions in PNG. Wantok loyalties affect every aspect of PNG life to the extent that even high ranking officials may feel obligated to their wantok at the expense of conducting their job properly.

Like the wantok system, 'Big Man Syndrome' is deeply etched into the traditional social fabric of PNG, where the acquisition of power and material wealth carries a responsibility to administer and (re)-distribute goods and money fairly among your wantok. The notion of the 'big man' is problematic when it extends into politics and the desire for election. At the local level, the 'big man' is considered a 'generous rich man', 'centre man' or a man with charisma and influence. It is possible for there to be more than one 'big man' in a village and they are not likely to be the chief of the village. Big man politics during elections can sometimes create tensions and violence among competing factions.

Payback is an informal revenge mechanism which is used as a form of social control as it creates fear of retaliation if one inflicted pain and suffering on another person. An accusation of sorcery obligates an individual to defend one's family, clan or tribe. This commitment has sometimes led to tribal fights and killings although its application varies from coastal areas to the highlands. The government, the public and churches have been working together to expand provisions of the Sorcery Act 1971 to deal with sorcery related violence which largely affects women.



*Traditional Ceremony* Photo source unknown.

### Descent systems

While PNG could be described as an egalitarian society because few of its many tribal cultures had hereditary chiefs, the society is basically patriarchal with men having higher status than women. Society is characterised by patrilineal and matrilineal systems where ownership rights are passed on from the male or female ancestor. Patrilineal societies account for 75 per cent of PNG's population. In Patrilineal societies, inheritance passes down the male lineage, and men are responsible for making decisions with regards to land and marriage. The wife's role is to raise children and learn about the husband's clan and rituals. In matrilineal societies that are mainly located in the New Guinea Islands region and Milne Bay, ownership rights pass down the female lineage. Women own land and are responsible for clan decisions and have relatively higher status compared to their counterparts in patrilineal societies.

Kinship rules in PNG determine who a person can marry. Marriage can be made legal in three ways: payment of bride price which is recognised by custom, religious ceremony or a civil contract signed at the Registrar's Office. Marriage payment known as the 'bride price' or dowry normally involving the exchange of valuables and food is practiced in many societies. The payment signifies a woman's transfer of productive capacity to another kinship group and is a form of compensation to her family.

Polygamy where a man can have more than one wife is practiced in all four regions of the country. Polygamy in most cases is associated with status and prestige as having many wives and children implies providing more food and pigs for ceremonies. The cost of bride price in modern times has increased as families demand a lot of money and expensive goods.

## PNG CUSTOMS

### Greetings

For some Papua New Guinea born people when they know a person, it is appropriate to hug and kiss a person on the cheek when greeting them.

If greeting a person with an official status, it is important to use the appropriate title with their full name.

Upon entering a room Papua New Guineans greet any visitor and offers them a cup of tea and something to eat. It is common for such people to visit anytime. Food is always shared even if there is only a small amount. Older Papuans enjoy chewing betel nuts.

### Handshake

Many Papua New Guineans greet by shaking hands with the question "How are You?" (Yu orait?)

### Attire

It is important for Papua New Guinea-born people to be well dressed, although older people tend to dress more casually.

## List of Phrases

Greetings	Melanesian Pidgin (Tok Pisin) words	Phonetic (bold = where to place emphasis)
Hello	Yu orait	Yoo <b>orait</b>
Good morning	Moning	Mohn-ing
Good evening	Good evening	Guhd <b>eev</b> -ning
Yes	Yes	Yes
No	Nogat	<b>No</b> agat
Please	Plis	Plees
Thank you	Tenkyu	Tenk-yoo
My name is	Nem bilong mi	Nem bilong mee
Good bye	Gutbai L'ukim yu	Goot- <b>bai</b> Lukim yu
Conditions		
Hot	Hat	Hat
Cold	Kol	Kol
Hungry	Hagare	Hagare
Thirsty	Nek l drai	Nek ee drai
Relations		
Father	Papa	<b>Papa</b>
Mother	Mama	<b>Mama</b>
Husband	Man bilong	Man <b>bilong</b>
Wife	Meri bilong	Meree <b>bilong</b>
Child	Pikinini	<b>Pikee-ninee</b>
Son	Pikinini man	Pikee-ninee man
Daughter	Pikinini meri	Pikee- <b>ninee</b> meree
Others		
Right	Rait han	Rait han
Left	Lef han	Lef han
Birthday	De mama l karim yu	Day mama ee <b>karim</b> yoo
Toilet	Haus pekpek	How's <b>pekpek</b>
Television	Lukim televisen	<b>Lookim tele</b> -visen
Radio	Wailis	<b>Wai</b> -lis
Music	Musik	<b>Moosik</b>
Church	Lotu, haus Lotu, sios	



### Don'ts

Women are generally to be provided personal care by women.

### Death & Dying

It is important to Papua New Guinea-born people that a constant vigil is maintained when a person from their culture is ill. Often more than one person stays with the sick taking it in turn to massage and keep the person company.

Funerals are an important part of Papua New Guinea-born people's culture. There is usually a very large attendance at funerals with all relatives and friends attending. Each person who knew the deceased is expected to contribute towards the cost of the funeral. Cremations are common, however burials are seldom done. For coastal-born people it is important to wear black when a person from your immediate family passes away. Also, black mourning beads are worn and not removed until all relatives can meet together and have a feast. This feast lasts for three to seven days and involves sharing food and dancing. The feast signals the end of mourning, and the mourning beads are removed and in addition the person is allowed to dance and celebrate again. For up to one year a person in mourning may continue to cover their head with black cloth when outside of their home.

### Land ownership

97 per cent of PNG's total land mass is regarded as customary land where rights and interests are regulated by clan customs. The remainder is 'alienated land' or state owned land that was acquired from customary land owners to be administered through leasehold and freehold interest for future development. Large swathes of customary land have been opened up to logging to the extent that deforestation in PNG is extensive. Deforestation is largely a result of illegal logging representing between 70-90 percent of all logging. Given the large scale of logging, the improper use of customary land affects a great number of tribes and people. The land has been cleared exposing it to soil erosion and loss of productive capacity. The logging

industry has become synonymous with political corruption, extensive violations of landowners rights, extreme environmental destruction, police racketeering and the brutal repression of workers, women and those who question its ways. This has become such a large issue that the government of PNG issued a moratorium on the issue of logging licences in August 2012.



*Haus tambaran (spirit house) (2) Maprik, Papua New Guinea, 1959. Picture by Terence and Margaret Spencer. National Library of Australia. ID: 1152065 [7]<sup>1</sup>.*

### RELIGION (spirituality)

According to the 2000 national census, 96% of the population are members of a Christian church. Only 1.4% identified as non-Christian, and 0.6% identified as having no religion at all. The country's constitution and other laws protect religious freedom while the predominant religion is Christianity although traditional animist and ancestor worship is often practised. Christian denominations with the most members are Catholic, followed by PNG Bible Church, Evangelical Lutheran, United Church, Seventh-day Adventist, Pentecostal, Evangelical Alliance, Anglican, Baptist, and Salvation Army churches. Other religious groups include The Church of Jesus Christ of Latter-day Saints (Mormons), Jehovah's Witnesses, and Bahai. Islam and Confucianism have few adherents and largely serve the expatriate community. Many Christians tend to integrate indigenous beliefs and practices where it is common for people to seek assistance from traditional healers when western medical treatment or prayer is perceived to have failed to

*During initiation ceremonies (kovave or kaiva kuku) the Elema people wear Masks incorporating clan totems such as a fish, bird or turtle. Photograph by Carl Bento. Australian Museum Collection E23153. Purchased in 1915.*



provide a cure for illness. Fear of witchcraft and evil spirits is still widespread and traditional beliefs are still strong where people accord respect to certain species of animals, birds or plants that are believed to have souls that need to be revered because they possess supernatural or magical power. Clan rituals to appease their spirits vary according to tribe and provide people with another perspective for interpreting social reality. Totemism where human beings interact with other spirit beings was practiced in the country even before new world religions were introduced. The totem has served as a symbol for identity and unity among kin groups.

Unlike Christianity that views death as the end of earthly existence, Melanesians consider their ancestors have a living presence and are keeping a watchful eye over community affairs. Many groups have built 'spirit houses' where food can be left to sustain the ancestor and prevent harm to the community.



*Wedding ceremony preparations. Photo source unknown.*



*Bags made in PNG. Photo source unknown.*

## PNG PUBLIC HOLIDAYS

PNG public holidays are as follows:

- New Year's Day
- Easter, including Good Friday, Easter Saturday, Easter Sunday and Easter Monday
- Queen's Birthday
- National Remembrance Day July 23rd
- National Day of Repentance August 26th
- Independence Day September 16th
- Christmas Day December 25th
- Boxing Day December 26th

## HUMAN DEVELOPMENT TRENDS

Human Development Index ranking 156.	Indicators	2012 Values
Education	Primary school drop out rates (%)	51.6%
	Adult literacy (both sexes aged 15 year and over)	60.6%
	Education index	0.318
Health	Under five mortality rate (1,000 per live births)	61
	Life expectancy at birth (years)	63.1
	Expenditure, public (% of GDP)	2.6
	Health index	0.681
Gender equality	Reproductive health. Adolescent fertility rate (women aged 15 – 19. including births per 1,000). Fertility is 62 births per 1000 live births	66.9
	Economic activity. Labour force participation rate, female to male ratio.	
Females 70.6; males 74.1	0.953	
	Empowerment. Shares in parliament, female to male ratio	0.009
	Maternal mortality ratio (deaths of women per 100,000 live births)	230
	Gender inequality index value. PNG' ranked 134 out of 148 countries in the Gender Empowerment Index	0.617

*Indicators of Human Development, 1980 - 2012.*

The United Nations Human Development Index (HDI) provides annual reports on summaries of a country's average measures based on achievement in areas of health, education, income and gender equality. Indicators for the period 1980-2012 placed PNG in the low human development category (156 out of 186 countries) suggesting it has to improve on these indicators as highlighted in the following table.

### Poverty

Despite the wealth that is being generated by mineral and oil sectors, poverty levels for PNG in the last 16 years have remained relatively high

particularly in rural areas. The country is still far from meeting benchmarks set by the United Nations Eight Millennium Development Goals. PNG household income and expenditure survey for the period 2009-2010 revealed rural people were still poorer (93% of rural people were poor) compared to those living in urban areas (16%). The UNICEF Annual report 2012 has linked the problem of social and economic disparities to limited capacity of public sector institutions to deliver basic social services such as education and health, and addressing gender inequality.



*Children with knives. Photo source unknown.*

### Literacy & Education

PNG has a public system of education and a growing number of privately run autonomous schools. Its decentralised system follows the provincial system that was established after independence. The education structure has pre-school, elementary, primary, secondary and vocational schools. Achieving universal primary education is one of the Eight Millennium Development Goals and while net enrolment rates in basic education have increased since independence, girls have lagged behind in both access and completion rates. While the education sector has made progress with an increase in the number of enrolments and transition rates, challenges of improving retention rates and quality of service delivery in rural and remote areas remain. This is reflected in a low net enrolment rate of about 53%. In addition it includes access to funding to improve physical infrastructure (classroom, other facilities). Australia, through its aid programs has been supporting the PNG government to address access, equity, quality and capacity needs of its education system. Key objectives are linked to the National Education Plan 2005 – 2014, the Universal Basic Education Plan 2010 - 2019 and PNG Development Strategic Plan 2010-2030.

### Health

According to the World Health Organisation (WHO) PNG has the worst health status in the Pacific region and has one doctor per 17,000 people compared to 1 in 1,000 in Fiji and 1 in 300 in Australia. Health expenditure is US\$49 per capita compared to \$154 in Fiji and \$4,700 in Australia. In addition, health outcomes have stalled over the last 25 years and PNG is unlikely to reach any of the UN's Millennium Development Goals. PNG has one of the highest mortality rates with one in 13 children likely to die before their fifth birthday and an estimated 5 women die in childbirth every day. PNG has 400 doctors of which only 51 work outside Port Moresby leading to mortality rates for infants being higher for rural mothers and less than 10% of children are registered at birth. 50% of rural mothers deliver babies attended by skilled health professionals compared to over 88% of mothers living in urban areas. In addition the prevalence rate of infections of attendees to health services in remote locations is relatively high. Rural children also suffer from various health problems due to water borne disease as only 33% have access to clean water. In addition rural children suffer pneumonia, diarrhoea and malnutrition while in 2005, 14,000 of the 15,000 child deaths in the Pacific region occurred in PNG. Malaria, (1.5 million suspected cases) tuberculosis, (42% increase in past 10 years) HIV and AIDS, (over 34,000 people infected) Filariasis, (endemic) Leprosy, (suspected 1000 cases) and a range of non-communicable diseases severely impact the living standards of rural and urban people. UNICEF together with other development partners has been working to improve immunization and nutrition programs. Advocacy through community based programs is also directed towards improving reproductive and adolescent health and juvenile justice reform to ensure fair treatment of children [18, pp. 2-18].

The PNG-Australia partnership for development signed in Niue on 20 August 2008 is directed towards achieving measurable progress by 2015 in these four priority areas:

- **Education:** improving education outcomes at all levels (basic, secondary, technical and tertiary) by 2015. This includes promoting girls access to education.
- **Health:** improving health outcomes by achieving an efficient system which can deliver an internationally acceptable standard of health service, and a healthy population free of sexually transmitted infections including HIV and AIDS.
- **Transport services:** implementing PNG's Medium Term Development Plan 2011-15 to deliver improved transport services so as to facilitate social development and economic growth.
- **Law and justice:** achieving the objective of the Medium Term Development Plan 2011-2015 of 'a safe, secure and stable environment by improving the safety, security and stability of PNG.

### Gender inequality

The World Bank report on Papua New Guinea (2011-2011) has highlighted continuing disparity between men and women in educational attainment (especially tertiary, training), labour force participation including parliamentary representation. Gender inequality is also a challenge as it affects women's access to credit, health care and parliamentary representation. Gender barriers have negative social, economic and political effects and have been blamed for the high incidence of sexual and domestic violence against women, a



*Women's atrocities in PNG. Photo source unknown.*

serious problem that remains. PNG ranked 138 out of 143 globally on women's political representation in national politics. From 1975-2012 only four women have served in PNG's national parliament and few at sub-national and local levels.



*Prime Ministers XIII Strong Men Respect Women: Players are encouraging PNG men say no to violence and speak out against it in their communities. Photo: PNG Rugby Football League*

### Gender-based violence

Gender-based violence remains a major issue in PNG as it is driven by social and cultural attitudes. Barriers to addressing it include adherence to bride price traditions in many areas of PNG which legitimises control of women by their husbands. Lack of female representation at the highest level of political office to promote women's rights affects how women's issues are dealt with. Other related concerns include male bias by customary courts at local levels and policing services that are often under resourced. The most common form of gender based violence is 'wife beating' perpetrated by the intimate partner. PNG is a patriarchal society where domestic violence traditionally tends to be considered a private matter and the practice is still viewed as acceptable by many people. Violence has left victims with injury, psychological trauma, sexually transmitted infections, loss of productivity and income. Preference to educate boys rather than girls has also contributed to an increase of dependency on husbands as bread winners. There has been mounting political pressure to improve women's empowerment from women's groups in PNG (Office for the Development of Women) backed by the United Nations agencies and AusAID efforts.



Domestic violence has also become one of the popular issues of debate in the local press. The historic Equality and Participation Bill introduced in 2011 that was aimed at guaranteeing 22 seats to women in parliament has yet to be passed into law. Australia together with national and other non-government development agencies have committed funds and expertise to reduce gender-based violence by encouraging an environment of gender equality.

## **ALCOHOL AND DRUGS**

In 2011 Hon Sam Abal (acting Prime Minister) stated that alcohol, along with drugs and poker machines were a major cause of societal breakdown in PNG. Alcohol features heavily in vehicle related accidents and domestic violence where 71% of women interviewed considered alcohol as a major cause of marital problems. Alcohol use is not restricted to adults as 6000 teens die each year from alcohol related activities which is more than all illegal drugs combined. Alcohol related violence increases on the weekends and around payday and can also affect crowd behaviour.

## **CULTURAL ADVICE**

Working in a different cultural environment can sometimes be confusing, challenging and stressful. You will never know everything that you need to know before you deploy and will learn much while exposed to the new culture. However, with an open mind, patience, respect, humility, tolerance and the ability to laugh at yourself, you will find engaging with a local population much easier. Remember, if in doubt, ask a local.

Below are some tips for interaction with PNG locals that should help make your stay easier. It is also a good idea to read up about the cultures of people you may be working with.

### **Language and communication**

It is arrogant to expect everyone to speak English and PNG is a linguistically diverse country. As a visitor you are responsible for making yourself understood by locals.

Learn some Pidgin phrases, such as hello and thank

you. This will help break the ice in a new location but it is a good idea to keep a phrasebook handy. Don't be scared to try the local language. You will make mistakes, but practice makes perfect and people appreciate the effort.

Treat your interpreter with respect, not as 'hired help' and they will provide a better service. If possible involve them in planning as they may have useful local knowledge. Bear in mind that the interpreter may have loyalties outside of his role with you.

Remember, the tone of your voice is important, so avoid aggressive or frustrated tones as people can hear this even when they may not understand your words.

Gestures and body language, such as pointing, may be interpreted differently across locations, however, a smile is universal.

A powerful handshake may not impress and may be interpreted as overly aggressive.

### **Time, working with locals**

PNG people often do not wear a watch or have clocks and consequently have a different interpretation to being 'on time'. When working with locals it is advisable to be patient, do not expect anything to happen in a hurry. Work in the local time frame and never show frustration when appointments are not kept as this reflects poorly on you, is counter-productive and may lower your standing in the eyes of locals.

Avoid aggressive or public confrontations with colleagues. Be careful how you discipline or correct people. Public confrontation or being told you are wrong in front of others can be extremely distressing and shameful. Think about the best way to approach this in the circumstances and be sensitive to local customs. A private conversation may be more appropriate.

Do not create or spread rumours, however, listening to rumours can provide valuable insights into local activities and perceptions.

Take special care to follow local customs relating to the interactions between men, women and children. Remember, your interactions may affect local people. Inappropriate (or perceived to be inappropriate) behaviour can harm your mission, leave you open to accusations and blackmail, may damage your reputation, your mission, and the local involved and may result in (unseen to you) punishment of the local.

In PNG some people may seek assistance or handouts and in these situations it is best to emphasise the mission statement and friendship.

### Government and politics

Do not get involved in politics or seem to support or agree with a tribal/wantok agenda. Stick to your mission statement and do not offer an opinion on political matters.



*PNG Bank notes. Photo source unknown.*

While in country you should always respect local laws and be aware that locals may be suspicious of their government and security members.

Be prepared give a thankyou speech as you leave a village or group setting.

### Justice

Justice in PNG is based around principles of compensation and these are the favoured mechanisms for achieving conflict resolution.

Locals may expect foreigners and visitors to pay compensation for their wrongs. This can include physical damages, personal or cultural insults, and inappropriate behaviour. Refer matters through the chain of command immediately and keep notes of any damages you may have incurred.

You should not swear around locals and you should not insult the church.

Men need to be aware that there may be some sensitivities when speaking with women.



*PNG worst city to live in. Photo source unknown.*

### Community structure

When entering a village it is best to seek a meeting with the chief to ask permission to enter or transit as the chief may speak for the village.

Tribal cultures are extremely complex and may appear unusual however, people may be quite open to new technology. Members of tribal communities often identify strongly as a member of their tribe, rather than a citizen of their country. Tribal loyalties are strong. Members are obliged to support other



tribal members to the extent of protecting them from the law enforcement/military personnel.

Looking at the local media may provide useful examples of current topics of interest and key individuals.

### **Interpersonal issues**

Different hygiene standards are not a mark of inferiority, you should treat everyone with respect and dignity regardless of their appearance. A dirty appearance does not translate to criminality.

Children universally love fun and games. If appropriate an impromptu game of soccer can be a good way to break barriers and build rapport.



*Traditional ceremony. Photo source unknown.*



*PNG Flag. Photo source unknown.*



## Chapter 4

### Government

## ADMINISTRATION

The government of Papua New Guinea is a constitutional parliamentary democracy based on the Westminster model where members of national parliament are elected from 89 single-member electorates and 22 regional electorates for five-year terms by universal suffrage. The current Prime Minister is Peter O'Neill and Queen Elizabeth II is represented by the Governor General Sir Michael Ogio, GCMG, CBE.

While there are various parties, the main ones include the People's National Congress (PNC), the Triumph Heritage Empowerment (THE) Party, PNG Party, United Resources Party (URP), People's Progress Party (PPP), and the People's Party (PP). Until June 2002 members of parliament were previously elected on a first-past-the-post basis. This system was changed because of the large number of candidates and the frequency of people winning with less than 15 per cent of the vote. Introduction of limited preferential voting after the 2002 election allows voters to list their first, second and third preference.

## Government structure

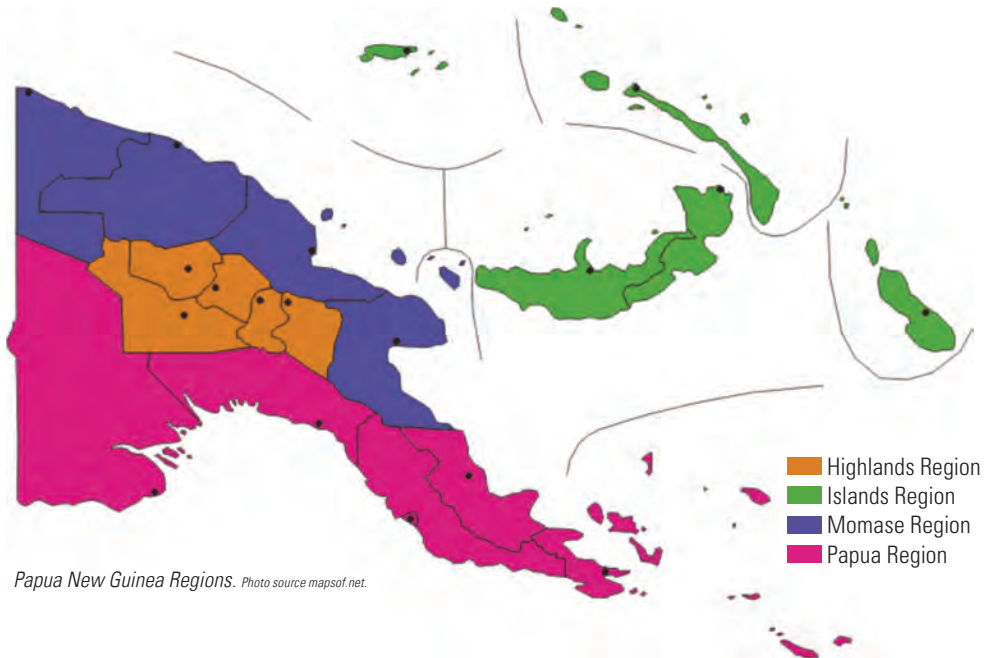
PNG has a federal structure with 22 provinces. Provinces have districts with local administrative powers and are grouped into four regions (Papua, Momase, Highlands, and Islands).



*Provinces of Papua New Guinea. Photo source unknown.*

## List of provinces

	Province	Capital	Region
1	Central	Port Moresby	Papua region
2	Simbu (Chimbu)	Kundiawa	Highlands region
3	Eastern Highlands	Goroka	Highlands region
4	East New Britain	Kokopo	Islands region
5	East Sepik	Wewak	Momase region
6	Enga	Wabag	Highlands region
7	Gulf	Kerema	Papua region
8	Madang	Madang	Momase region
9	Manus	Lorengau	Islands region
10	Milne Bay	Alotau	Papua region
11	Morobe	Lae	Momase region
12	New Ireland	Kavieng	Islands region
13	Oro (Northern)	Popondetta	Papua region
14	Autonomous region of Bougainville	Arawa	Islands region
15	Southern Highlands	Mendi	Highlands region
16	Western (Fly)	Daru	Papua region
17	Western Highlands	Mount Hagen	Highlands region
18	West New Britain	Kimbe	Islands region
19	Sandaun (West Sepik)	Vanimo	Momase region
20	National Capital District	Port Moresby	Papua region
21	Hela	Tari	Highlands region
22	Jiwaka	Minj	Highlands region



*Papua New Guinea Regions. Photo source mapsaf.net.*

### Political culture

Since independence no single party has won enough votes to form government in its own right. The country has been governed under coalitions and there have been frequent votes of no confidence motions that have changed government. To maintain confidence in the political system the government in 2013 legislated to protect governments from no confidence motions for the first 30 months of a five-year term (up from 18 months). Once this period expires a successful no-confidence motion can then elect an alternative Prime Minister to form a new government without a need for a national election.

### THE LEGAL and JUSTICE SYSTEM

The PNG legal system uses a hierarchy of the courts following a standard model based on English common law. The judicial system is made up of the Supreme Court, National Court, district court, local or village courts. With a largely rural based population, customary law is often practised at the village level and the nexus between customary and

legal law is always problematic. Customary law concerns matters of compensation or restitution where one is required to pay a certain amount (either money or goods) to the aggrieved person. The act of compensation seeks to mend, restore and strengthen the relationship so as to return society to its previous order. The notion of compensation is a powerful institution of social control that governs people's lives. In Melanesian societies it is impossible to abolish these customary practices and replace them with legal frameworks as the social fabric that binds communities together would be removed. That said, compensation payments can create competitive counter claims, disputes over the dispersal of money or goods and idleness in the case of large payments.

### SECURITY FORCES

Law enforcement services are provided by the national Royal Papua New Guinea Constabulary (RPNGC) that was formed from two predecessor bodies that existed prior to PNG's independence. The



*Peter O'Neil second from right. Photo source unknown.*

Royal Papuan Constabulary was established during Australian colonial administration in the late 19th century, and the New Guinea Police Force which covered the former German New Guinea and British New Guinea.

The RPNGC is currently under-resourced and faces issues of discipline and morale, some of which are linked to poor pay and living conditions. The level of community trust is not very high and internal arrangements to enforce and monitor compliance are considered weak. Based on census figures from 1983-2004 the force had slightly over 6,000 authorised police members while actual funded numbers were lower at approximately 5,000. As the population of PNG continues to increase, more resources will be needed to lift morale and confidence within the force. The United Nation's Recommended Police-Population Ratio is ideally 1:450. PNG's ratio was 1:712 (1983), 1:1028 (2000) and 1:1121 (2004). This ratio also represents a challenge in effectively delivering services. The PNG Police, numbering approximately 4,800 personnel, has limited training beyond domestic policing tasks, and has no paramilitary capabilities.

### **Papua New Guinea Defence Force**

The Papua New Guinea Defence Force (PNGDF) originated from the Australian Army land forces of the Territory of Papua New Guinea that were part of the Pacific Island Regiment before independence, and was officially formed in January 1973. The PNGDF consists of a joint force of Land, Air and Maritime Operations Elements. At independence it numbered 3,750 while 465 Australian personnel augmented and assisted it in training and technical

support. Numbers have fluctuated as the force was reduced from 4,000 to around 2,100 personnel in 2004 due to downsizing. Defence accounts for up to 4% of government expenditure. Other funding and training support is provided by Australia, New Zealand, the United States, India and China. While the force is tasked to protect PNG from external attacks and perform secondary functions of nation-building and internal security, its current capability is considered modest. The army faces significant financial management challenges, lack of experienced personnel and has limited capacity to deploy independently overseas. It also faces internal tensions that emerge occasionally. The air force and navy also suffer from major equipment needs and limited funding. Both services are considered small and poorly equipped to participate in overseas operations.

### **Overview**

The role of the PNGDF is undergoing significant change as the force tries to become more relevant, effective and professional. Terrorism is a concern for PNG since the 11 September 2001 attacks and several bombings in the region. Headquarters PNGDF is in direct command of all elements of the Defence Force including the Army, the Air Transport Wing, and two naval bases. The PNGDF is under the administrative control and political oversight of the Minister of Defence. The PNGDF has no ability to deploy overseas independently, has had limited success in recent internal security operations, suffers from bouts of poor morale due to failures in administration, and on occasion has diverged significantly from political authority.

The Defence Cooperation Program between Australia and PNG is Australia's main mechanism to support the PNG Department of Defence (DoD) and PNGDF's aspiration to be the best 'small-nation Defence Force in the world' and to be a highly respected and professional regional security partner to Australia. The DoD/PNGDF are complex and challenging regional partners, particularly noting the intrinsic socio-economic pressures that dominate much of the South Pacific. PNG is

one of many nations experiencing fast-growing populations and 'youth bulges', coupled with high levels of unemployment and poverty gravitating around urban centres. These obstacles encumber the consequential practice of effective governance, creating well-documented instances of escalating crime, corruption and violence. Unfortunately, the DoD/PNGDF are not immune to these influences and as such, often subject to similar pressures in a departmental/defence context.

The PNGDF is currently a 2,750 personnel-strong force; with aspirations to expand to 5000 by 2020 in order to better execute its security, surveillance and nation building/HADR mandates. At present however, there are (long-standing) systemic issues impeding the DoD/PNGDF's ability to progress beyond its current state, including weak administrative and support mechanisms to manage and sustain the PNGDF. A knock-on effect has been that aspects of PNGDF leadership, pride, discipline and professionalism have been degraded across much of the force, at all rank levels. This steady decline in PNGDF profession-of-arms culture has resulted in a number of demonstrations, mutinies and general misdemeanours by Defence personnel in the last ten years – some of which occur frequently and at short notice (such as violent offenses directed at Port Moresby civilians, by members of the 1st Royal Pacific Islands Battalion (RPIR), in 2013).

Current DCP efforts are attempting to strengthen PNGDF capability through an enhanced program that aims to reinstate DoD/PNGDF ownership of Defence organisational and capability issues, whilst bolstering DoD/PNGDF's capacity to do so. The DCP therefore facilitates various assistance programs in order to assist with a myriad of DoD/PNGDF deficiencies in manpower, training, facilities and capability. The DCP aims to assist the PNGDF in the performance of its core responsibilities:

### **Border Security**

PNG shares a 720km land boundary with the Republic of Indonesia that traverses a variety of terrains. The PNGDF provides a frontline response to minor territorial incursions, resource poaching, acts

of terrorism, drug running, illegal arms imports, and other infringements of sovereignty that are beyond the capacity of the police and border authorities.

### **Maritime Surveillance and Patrols/Response**

PNG has 5,152km of coastline and a 2.7 million square km exclusive economic zone (EEZ). Areas of direct interest include the Bismarck Sea, Solomon Sea, Gulf of Papua, Torres Strait, and the maritime border with the Solomon Islands. The EEZ is rich in fisheries resources and subject to intense legal and illegal fishing from domestic and international sources. The area is potentially vulnerable to international drug and arms smuggling and piracy. Deterring and responding to these activities requires regular maritime surveillance to enforce regulation and intercept and arrest transgressors.

### **Public Order and Security**

The maintenance and restoration of public order is primarily a constitutional responsibility of the Royal PNG Constabulary (RPNGC). However, given PNG's socio-economic circumstances and the difficulty faced by the RPNGC in protecting critical infrastructure in remote areas, there remains special call-out contingencies that Defence may need to respond to when requested by Government.

### **Nation Building and Disaster Relief**

The PNGDF is able to provide a range of support options to the GOPNG in the event of a national disaster. PNG is seismically very active and a series of serious volcanic and tsunami events have led to significant loss of life and internal displacement in the decades since PNG's Independence.

The composition of the PNGDF is broadly described below:

**Headquarters PNGDF:** Murray Barracks, Port Moresby

**PNGDF size:** Approx 2750 active serving personnel

### **Land Element**

The Land element is primarily a light infantry force capable of conducting low-tempo operations only. The army's role is to protect against external

aggression, provide for internal security in support of the police, and to carry out civic action and relief operations when required. The engineer battalion is used for civic action with construction and reticulation capabilities, while the two infantry battalions also constructs roads, bridges and other infrastructure in regions where commercial companies are unwilling to work for security reasons.

- Command HQ (Port Moresby) with forces consisting of the following:
- two light Infantry battalions (1 RPIR at Port Moresby and 2 RPIR at Wewak).
- one Engineer battalion (Lae) – noting a Platoon (-) located in Banz, Western Highlands.
- PNGDF Signals Squadron (Port Moresby).
- SF Company based in Goldie River Training Depot (long range reconnaissance unit).
- Military Cadet School (PNG Defence Academy).

The army has no significant experience in operations above platoon level, although a small number of individuals have been trained in Australia and New Zealand in company and battalion level operations. The only significant external deployments since independence were the rotation of battalions in Bougainville in the period 1989 -1997 on counter-insurgency operations and a force deployed to Vanuatu in 1980 to stop rebels from disrupting that country's transition from a colony to an independent sovereign nation. The Engineer battalion now constructs roads, bridges and other infrastructure in regions where commercial companies are unwilling to work for security reasons.

### Maritime Operations Element

The naval branch of the PNGDF is mainly a light patrol force and is responsible for defending local waters only. The navy has three primary roles: support for military operations. First use of EEZ Economic Exclusion Zone (EEZ) protection, and heavy logistic support for the army and civil society.

- **The navy is based in Port Moresby and Manus Island** - comprising of the following vessels: Four Pacific class patrol boats and Two Balikpapan class landing craft. Note there is also an EOD unit (clearance diving) inherent in the PNGDF naval branch. Serviceability, crewing and tasking of maritime vessels is an ongoing issue.

Even with all patrol boats serviceable, the size of the task of patrolling the vast EEZ is too great. The main concern is illegal tuna fishing by Japanese vessels and the Navy is exploring the possibility of obtaining a 2,000 tonne multipurpose ship or the conversion of a merchant vessel for patrol duties to combat this threat.

### Air Operations Element

The air force branch of the PNGDF aspires to operate a small number of light aircraft and rotary wing assets in support of army operations. The role of the Air Transport Wing is to support army operations with transport, air re-supply and medical evacuation capabilities.

- **Based in Port Moresby, the air force branch consists of an Air Transport Squadron**—with limited assets available due to 'questionable' serviceability and no airworthiness system. Wet-leased 2 x B212 helos are the main capability, as facilitated through the DCP. Like the PNGDF in general the air force suffers from chronic equipment shortages and underfunding, but probably even more so than the other two branches.



*HMAS Choules' crew salute during a memorial service at the Manus Island cemetery.*





## Chapter 5

### Causes of instability

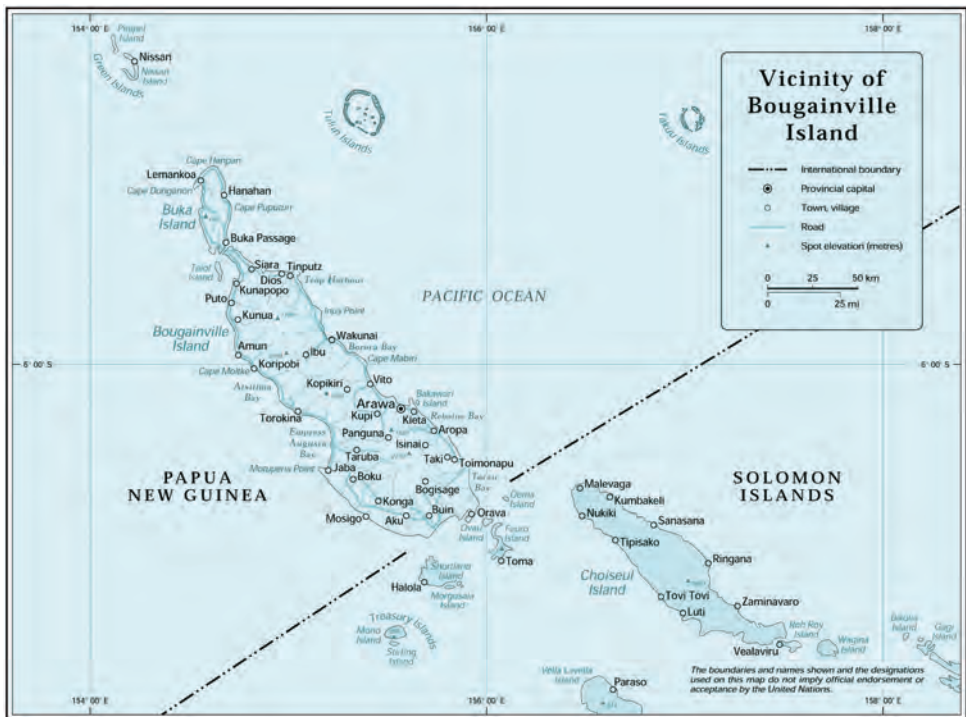
## ETHNIC GRIEVANCES

The civil war in Bougainville (1989-1998) is one of the most serious conflicts PNG has experienced since it gained independence in 1975. The conflict has been described as the largest in Oceania after World War Two. The report from the Australian Department of Foreign Affairs and Trade indicated that 70,000 people out of a population of about 180,000 were displaced into care centres or camps, with estimates of up to 10,000 dying as a result of the conflict. 300 Papua New Guinea Defence Force (PNGDF) personnel lost their lives in this conflict.

While the civil war was sparked off by local resentment of the destructive impact of the open cast Panguna gold and copper mine operations (it began operating in 1972), there has also been simmering sentiment for greater autonomy or secession from Papua New Guinea. Indigenous

Bougainvilleans perceive themselves as distinct from mainland Papua New Guineans because of their geography, history and cultural traditions. In addition their colonial experience of being administered under German New Guinea until Australia took control during World War 1 sees them as different to PNG. While there are over 21 different languages spoken in Bougainville, its people are ethnically closer to the former British colony of Solomon Islands than with PNG's mainland.

Bougainville is a large island and is surrounded by smaller islands. Buka, the next largest island is separated by a narrow strait from Bougainville Island. In the years before PNG's independence in 1975 there was already some agitation not to integrate with Papua New Guinea. This separatist sentiment evolved over time to become one of the causes for tension in the 1980s.



United Nations Map of Bougainville. Photo source maps-of.net.



*Port Moresby. Photo source unknown.*

In 1964 a huge copper and gold deposit was discovered near the centre of Bougainville. The mines' operations were being managed by Bougainville Copper Limited (Ltd) (BCL) whose principle investor was Conzinc Riotinto Australia (CRA). BCL at the time took some corporate social responsibility and set up the Panguna Development Foundation to fund tertiary scholarships for indigenous students, approve capital for Bougainvilleans to start small businesses and support extension agricultural programs. It was the share in the mines earnings that caused tensions as landowners in Pogera mine were paid more than 20 times the relative share in royalty earnings compared to those in Panguna. The 1970s deal was considered exploitative and became a major proximate cause of the war in 1988 and the continuing threat of secession from PNG. Self-interest of locals was highlighted on the part of BCL and elites in the PNG government as a cause of the conflict. Locals felt they were being discriminated in compensation terms and employment. They objected to the mine's destruction of agricultural land, rivers and displacement. They accused 'white' skins and 'brown' skins (mainland New Guineans) who worked in Panguna of introducing unwanted behaviours into their space such as alcoholism, rape, harassment of local women, which showed disrespect for their traditional laws, culture and identity.

Francis Ona, an employee of the mine and his cousin Perpetua Serero formed the New Panguna Landowners' Association in 1987 to further negotiations. Failure to reach a satisfactory resolution with BCL led to militarisation of the conflict and formation of the Bougainville Revolutionary Army (BRA) led by Francis Ona, who linked the mine issue with the separatist movement. Demonstrations in 1988-1989 organised by the New Panguna Landowners' Association included Bougainvilleans who worked at the mine. Escalation of attacks on BCL property (arson, looting) and employees including foreign nationals forced the mine to close in 1990. It is claimed the campaign was driven by different motives: land issues, evicting foreigners from Bougainville, increasing income-sharing formula and closing the mine permanently. Efforts of local Police to quell the violence were inadequate as the armed rebellion spread throughout Bougainville. Deployment of riot police squads in December 1988 and January 1989 from outside Bougainville was met with further resistance with accusations of brutality. Their presence led to further violence and attacks on government and plantation buildings. Subsequently, a state of emergency was declared on the island in June 1989, and Papua New Guinea Defence Force (PNGDF) was deployed to assist the police in restoring law and order later that month.

The armed conflict pitted Papua New Guinea Defence Force (PNGDF) and allied Bougainville Resistance Force (BRF) against Bougainville Revolutionary Army (BRA). PNG also engaged the services of Sandline International, a mercenary firm to deal with the crisis.

Several attempts were made by civil society groups and the PNG government to reach a peaceful settlement with factional leaders. Being a matrilineal society, women's groups also played an instrumental role in weaving consensus around the Melanesian way of resolving issues.

Earlier regional engagements included forums such as Operation BIG TALK that was unilaterally conducted by New Zealand; and Operation LAGOON that involved an Australian-led deployment of a South Pacific Peace Keeping Force (SPKF) from Tonga, Vanuatu, and Fiji that was deployed in October 1994. Operation LAGOON had a strength of approximately 800 personnel and included these units: Army: SASR; 3rd Brigade, including 103 Signal Squadron, 5th Aviation Regiment (4 X Blackhawks), 4 Field Regiment (RAA), 3rd Combat Engineer Regiment, 3rd Brigade Administrative Support Battalion (Medics); RAN assets: HMA Ships SUCCESS, TOBRUK & 2 X Sea King Helicopters; RAAF Assets: Medics, Air Transportable Telecommunications Unit (ATTU), 2 X CC-08 Caribou (Short Range Transport aircraft), 4 x C-130 Hercules (Long Range Transport aircraft) with ground crews.



*Local women conduct a traditional fan dance to celebrate the Arawa agreement, signed on 30 April 1998.*

Operation LAGOON had limited success and lasted only three weeks because the BRA refused to attend the conference due to lack of trust for both parties. This effort was followed by the Truce Monitoring Group (TMG) and the Peace Monitoring Group (PMG), provided from Australia, New Zealand, Tonga, Vanuatu and Fiji that were established in late 1997.

After a period of protracted negotiations an immediate truce was agreed in October 1997, followed by signing of the Lincoln Agreement on 23 January 1998. A permanent ceasefire was signed on 30 April 1998.

The New Zealand-led unarmed Truce Monitoring

Group (TMG) that deployed from December 1997 until 30 April 1998 included up to 250 monitors from Australia, New Zealand, Fiji and Vanuatu. TMG involved civilians and military personnel working together to monitor the parties' compliance with terms of the truce agreement and to promote confidence in the peace process by providing local people with information on progress. The Australian-led Peace Monitoring Group (PMG) took over from the New Zealand group on 1st May 1998 following the signing of the permanent agreement for a



*Members of the Peace Monitoring Group (PMG) hiking through the jungle on a foot patrol in the mountains near Arawa.*

ceasefire in Arawa. PMG's mandate was to monitor and report on compliance with all aspects of the ceasefire and provide logistical support including medical assistance and evacuation to health facilities. The group's effort helped promote stability and confidence in the peace process that eventually led to disarmament. At its peak PMG had 300 unarmed military, police and civilian personnel from Australia, New Zealand Fiji, and Vanuatu. Australia provided the largest contribution of personnel (230 military, 20 civilians).

PMG effort was complemented by the United Nations Observer Mission on Bougainville (UNOMB) that deployed at the end of July 1998.



*In the village of Atamo, a Royal Australian Air Force (RAAF) Dentist extracting teeth at a dental clinic, he was assisted by Royal Australian Army Medical Corps (RAAMC) who were both members of the multinational Peace Monitoring Group (PMG).*

Their role in the peace process during 2002-2003 included supporting the disarmament component of the Bougainville Peace Agreement. The civilian Bougainville Transition Team (BTT) from Australia, New Zealand, Fiji and Vanuatu that replaced PMG from 30 June 2003 until 31 December 2003 continued its peace-related activities but on a reduced scale. BTT was led by an Australian and funded by AusAID. Support to peace building initiatives has shifted to bilateral and multilateral development agencies. The Australian Defence Force (ADF) contribution to the United Nations Peace Monitoring Group from 20 November 1997 to 26 August 2003 has been in the form of specialist medical, logistic, communications and transport capabilities. Australia is currently supporting Bougainville in development priority areas to improve service delivery and employment generation.

The conflict formally ended in 2001 with a comprehensive Bougainville Peace Agreement (BPA) that was signed in Arawa on 30 August 2001. The agreement was based on three pillars: compliance with weapons disposal, autonomy and a referendum on Bougainville's political future. A staged implementation of weapons disposal paved the way for the establishment of an Autonomous Bougainville Government (ABG) which was formalised in June 15 2005 in Buka Island. The question of Bougainville's

independence is to be decided through a referendum in the time frame 2015-2020. PNG has made significant progress since the Bougainville crisis ended in 2002. It has maintained a fairly vigorous democracy, a free press and is relatively politically stable. There are still challenges remaining in nation building, economic development, infrastructure provision and delivery of other services.

## **MILITARY TENSIONS**

While military mutinies have occurred in PNG, a fully-fledged military coup has not eventuated. In 1997, Sir Julius Chan, a former Prime Minister, attempted to employ foreign mercenaries to resolve the Bougainville civil war in what became known as "the Sandline Affair". Ostensibly they had the task of training and mentoring the PNGDF in Bougainville, however it was rumoured that they also had the task of locating and assassinating the BRA leadership. The PNGDF, suffering from a lack of funding, refused to work with the mercenaries and Chan was forced to step down as prime minister. This precedent has led the PNGDF to mistrust the civil authority at times and mutinies have resulted.

On 26 January 2012, 20 soldiers from the Taurama barracks in Port Moresby led by retired Colonel Yaura Sasa took Commander PNGDF Brigadier General Francis Agwi hostage for a short period, and attempted to force the reinstatement of former Prime Minister Sir Michael Somare to political office. Somare had been on prolonged leave of absence for health reasons. After Parliament declared his seat vacant Peter O'Neill was sworn in as the new leader. Somare challenged this decision by claiming it was unconstitutional. The situation of having two Prime Ministers vying for the same office created a political crisis that had to be resolved constitutionally. The Governor General Sir Michael Ogio who had earlier ordered Somare's re-instatement reversed his decision by declaring Peter O'Neill as new leader because he had majority support in parliament. Sasa was arrested on 26 January 2012 and charged with mutiny and the soldiers who participated were pardoned.



A coup is defined as an illegal and overt attempt by the military or other elites within the state to unseat the existing regime. PNG gained its independence from Australia through negotiated transition rather than armed struggle and for this reason it is suggested that the civilian population is unlikely to accept being ruled by a military-led government. The small size of the military, logistical issues, geographical and ethnic diversity of tribes in highland, lowlands and coastal regions are factors that can create difficulties in building a strong national identity around a particular military figure.

There is a difference between mobilising for a coup led by military officers and a coup d'état led by civilian elements of the state. Social factors are not sufficient to support a civilian-led coup. While some in the military have linked conditions of poor pay and working conditions to corrupt politics, coup risk in PNG is rated low. Regular episodes of military intervention in politics are indicative of some level of discontent and tension that needs to be managed through broader socio-economic initiatives and dialogue.

## CORRUPTION

Transparency International (TI) defines corruption as the 'misuse of entrusted power for private gain' which can affect institutional performance in political, economic, social, and environmental domains. TI conducts yearly surveys on countries and territories, ranking them on a scale from 0 (highly corrupt) to 100 (very clean) based on perceptions of trust in their public sectors. From 1996 to 2012 PNG has consistently rated poorly against corruption. Its corruption perception index for 2012 rated PNG 25 out of 100, among the most corrupt countries with a ranking of 150 out of 176. PNG's performance in dealing with corruption is below satisfactory levels set by the United Nations Convention against Corruption (UNCAC) of which it is a signatory. The convention came into force on 9 December 2003.

Corruption according to Transparency International can be grand, petty or political depending on the amount of money that is misappropriated.

- **Petty corruption** – involves everyday abuse of power by low and mid-level public officials in their interactions with ordinary citizens. This may occur when they are trying to access basic goods or services in hospitals, schools, police departments and other agencies.
- **Grand corruption** – involves acts that are committed by high level government officials who distort policies or the central functioning of the state, benefiting some leaders at the expense of the public.
- **Political corruption** – involves manipulation of policies, institutions and rules of procedure in allocation of resources and finances by people in decision making roles who abuse their position to sustain their own power, status and wealth.

Corruption has a corrosive effect as it can result in a situation known as state capture where powerful individuals, institutions, companies or groups within or outside a country end up shaping a nation's policies, legal environment and economy to benefit their own private interests.

While corruption in PNG has not yet reached the level of state capture, it is suggested that petty, grand and political forms of corruption are prevalent in PNG because of institutional weaknesses as the country is still fragile and developing. Some traditional practices that have been associated with corrupt tendencies include the 'big man mentality' and obligations to fulfil social norms of the wantok system and kinship relations sometimes in the form of local 'redistribution' of favours or gifts. Traditional norms and expectations, weak bureaucratic processes, and lack of resources to fight corruption make it difficult to prosecute perpetrators of corruption.

The high level of corruption has been acknowledged by the PNG government as a systemic and endemic issue affecting effective public and private sector performance, and public trust in institutions. The PNG *National* in January 18, 2012 reported a Parliamentary debate where one of the Ministers

revealed PNG was losing approximately 1 billion kina (US\$467 million) annually in public funds because of widespread corruption.

Corruption in PNG has involved: bribery to acquire preferential service or treatment; theft of public money and illegal acquisition of assets by abusing positions of authority; disregard and by-passing of official processes to acquire services or select appointees; lack of compliance with the Public Finance Management Act which included breaches in procurement processes; conflict of interest in public decision making; and nepotism which resulted in recruitment and retention of unqualified staff.

Corruption also existed in the private sector in the form of bribes or using personal influence to rig the tendering process. Issues of weak institutional transparency and accountability are serious problems the country has been grappling with.

The Investigation Task Force Sweep set up in August 2011 by PNG Prime Minister O'Neill to investigate corrupt practices in key government departments is indicative of some of the national

initiatives aimed at controlling this problem. The Independent Commission Against Corruption (ICAC) that is set to replace this Task Force is expected to continue this effort as part of the National Anti-Corruption Strategy 2010-2030. A variety of youth and community advocacy groups including NGO's and churches are also involved in anti-corruption advocacy in the country.

People's views and interpretations of corruption in PNG are in many ways similar to how policy makers and academics define the concept as they tend to link it to issues of law or abuse of public trust. A survey conducted by Transparency International in PNG found that, most people associated corruption with inadequate enforcement of existing laws and poor quality of leadership particularly by politicians. Abuse of public trust for private gain was considered immoral. Many believed PNG had clear standards of behaviour for its public officials, and that there was democracy in the country however, rated politicians as untrustworthy because they were not doing enough to prevent corruption. Here are the views of respondents.



*PNG Parliament. Photo source unknown.*



	Agree	Disagree
There is no democracy in PNG	33%	67%
Politicians are not trustworthy	78%	22%
Politicians favour corruption	60%	40%

*Statements about democracy and politicians*

## EXTERNAL RISKS

Border security. The political issue of border crossings from the Indonesian region of West Papua by rebels of the Free Papua Movement (Organisasi Papua Merdeka, OPM) and West Papua National Committee (Komite Nasional Papua Barat KNPB) and their supporters has continued to affect foreign relations between PNG and Indonesia. Diplomatic cooperation is ongoing to prevent border incidents largely involving Melanesians escalating into a political flashpoint for future conflict. This potential is rated high as PNGDF has limited resources to patrol the 760km border with Indonesia. Tensions have at times triggered reactions from both sides. Other concerns relate to illegal fishing by foreign vessels particularly in the west of the Papuan Gulf; illegal migration from Asian countries (e.g., China, Malaysia, Thailand) and West Papua into Papua New Guinea, sometimes transiting into Australia. Some of the trafficked men, women and children are forced to work as cheap labour in mining and logging camps. Women are also trafficked for prostitution in entertainment venues. The issue of illegal migration has led to simmering anti-Chinese sentiment in PNG and occasional attacks on migrant businesses. Security challenges also include money laundering, trade in illicit drugs, guns and goods which can be shipped from PNG to countries like Australia and New Zealand in various disguises.

## OTHER ISSUES

### Land rights

Outside Bougainville, ethnic conflict can also be tied to resources. The majority of land (97%) is owned

by families and local clans and is referred to as customary land. While the people may own the land, the government claims ownership of what is under the ground leaving land owners to make demands for compensation for their land when mining activities take place.

Alienated Land, is land that was acquired from customary owners and administered by the state through leasehold and Freehold interest. Alienated Land comprises only 3% of PNG's total land mass. This includes State vacant and undeveloped land, State leasehold land, Freehold and Private Land. Most of the alienated land has been taken up by towns and urban centres.

Private developers have performed well in purchasing land in certain areas but not so well in others due to a lack of consultation with appropriate local clan leaders. The main sticking point in the fragile relations is often related to financial negotiations as private officials who lack sensitivity to local customs of ownership can be met with resistance including threats of armed violence.

The reason why private security has been one of the fastest growing industries in PNG since the 1990s is not just to patrol around businesses in urban areas, but also to protect big resource projects in case of tensions with local land owners.



*Ok Tedi Photo source unknown.*

**Law and order issues.** The Raskol gang problem from mostly unemployed youth has been a feature of urban and rural life since the early 1970s. *Raskols* have been known to engage in criminal activities including theft, rape, and general lawlessness.

Armed holdups on businesses and vehicles along major highways are commonly linked to *Raskols*. Targets have included travellers and those perceived to be wealthy. *Raskols* are a significant factor in Port Moresby being rated as one of the worst cities in the world to live with a murder rate 23 times that of London.

PNG has no welfare state and *Raskols* often argue they are merely attempting to provide food for their family and relatives. The Raskol problem underlies the fragile law and order situation which has remained one of the social concerns in PNG.

## AUSTRALIA'S WHOLE OF GOVERNMENT CONTRIBUTION

### INTRODUCTION

In order for multiple Australian Government departments and agencies to engage effectively in complex environments on the international arena, GoAUS uses a comprehensive WoG approach to coordinate, synchronise and maximise its actions. The GoAUS bilateral (government to government) approach is integrated across multiple departments (DFAT, AFP, Finance, Treasury, Electoral Commission, Customs and Attorney General as well as Defence).

### DFAT

The role of DFAT, as the lead department, is the coordinated engagement and communications between AUS and PNG. Within its portfolio, DFAT encompasses many agencies and functions such as aid, Austrade, ASIS and others and is responsible for the overall coordination of Australian engagement.



ADF medical staff supporting PNG... Defence image.

### Australian Aid Program

In 2013/2014 AusAID will spend over \$500 million in order to promote stability in one of Australia's closet neighbours, PNG by improving the lives of poor people and promoting stability. The aid program focuses on key areas including:

**Health**

**Education**

**Law and Order**

**Infrastructure**

**Economic development**

**Governance**

**Humanitarian**

**General Development Support**

They achieve this by working with national, provincial and local levels of government in PNG to help them deliver essential services such as health and education in the poorest communities. In the main the aid program delivers assistance through contracts and in some cases directly through NGOs. The aid program currently has 33 members spread across PNG including Buka, Lae, Madang, Port Moresby and Mt Hagen.

### Austrade

The Australian Trade Commission (Austrade) is GoAUS's trade and investment development agency. It assists Australian business to succeed in international trade and foreign investment. Austrade and DFAT provide the Australian Government assistance and legal guidance for trade. Non-profit organisations such as the Australia Pacific Islands Business Council (APIBC) aim to advance the interests of Australian business in the Pacific Island Forum (PIF) economies. Australia imports \$3,426 million and exports \$2,842 million worth of goods and services to PNG.

### AFP

At time of print the AFP have two operations, one with 50 staff of which 44 are located in Port Moresby and 6 in Lae. The second operation has 26 staff located in Port Moresby.

## ADF

Papua New Guinea and Australia share a close and longstanding Defence relationship. Defence cooperation between our two countries has grown significantly in recent years, based on a recognition that our security is enhanced by the effectiveness of our defence forces and their capacity to successfully work together.

The Australian Defence Organisation's Defence Cooperation Program (DCP) helps PNG develop an increasingly professional, capable and sustainable (PNGDF), to allow our two forces to work effectively together in regional stabilisation, peacekeeping, disaster relief operations and supporting major national projects. The DCP also helps develop a professional and capable PNG Department of Defence that is able to support the PNGDF effectively.



NZ, AUS and PNG joint training. Defence image.

The recent signing of the Defence Cooperation Arrangement (DCA) expresses both countries' desire to deepen practical cooperation under an enhanced DCP and through other practical initiatives. The DCA provides a framework of principles and reference point to guide cooperation. This includes guiding Australia's growing investment and expansion of the enhanced DCP, which entails increasing Australia's financial and personnel investment in supporting PNG Defence.

Australia's growing investment in the DCP complements the PNG Government's commitment to commencing the second, Capability Rebuilding, phase of the PNGDF Reform Program, as set out in the Medium Term Development Plan and the

development of PNG's Defence White Paper and National Security Policy.

Key themes relate to:

a. **Growth.** The DCP has grown again for Financial Year 2013/14 (FY 13/14), from approximately AUD 20 million to over AUD 25.5 million. This increased investment is in both activities and personnel.

a. **Activities:** Increases in activities include: providing two serials of Mobile Training Teams for 1 & 2 RPIR to build unit performance, develop leadership and provide mentoring; more support for border patrols; increased funding for Exercise OLGETA WARRIOR; commencing preparations for Operation Render Safe in Bougainville (to be conducted in Torokina in late 2014); undertaking infrastructure works across PNGDF establishments; and supporting PNGDF maritime and air transport capability development.

b. **Personnel.** Australia has posted an Air Operations Manager, a civilian Governance Adviser, a Recruitment Officer, and is looking to establish more positions in the coming years. The provision of two serials of Mobile Training Teams (MTT) will also increase Australia's personnel investment. It is expected the number of Australian Defence personnel supporting PNG will continue to increase.



NZ, AUS and PNG joint training. Defence image.

b. **Partnership.** The government's Planning Minister and Secretary indicated strong support for extending the counterpart-funding

model developed for Project Halivim Poroman to other DCP activities, such as Ex PUK PUK. While still to be effected this will maximise positive outcomes; align DCP activities with national activities, including the Medium Term Development Plan and the forth coming PNG Defence White Paper defence priorities; reflect the maturity of our bilateral cooperation and PNG's recent and anticipated economic growth.

- c. **A focus on joint enablers.** Enhancing the PNGDF's ability to acquire, operate and maintain critical infrastructure and equipment (eg. air and maritime transport, joint-health capability, and communications) offers a cost-effective force-multiplier effect to increase PNG's operational effectiveness. In 2013/14 this cooperation includes supporting a PNGDF rotary wing capability, supporting PNGDF maritime transport capability through the gifting of an LCH and exploring opportunities to further support PNGDF air transport wing through the leasing or chartering of a fixed-wing transport capability.



*PNGDF personnel disembarking from HMAS Tobruk*

*Defence Image*

- d. **Improved finance, governance and strategic planning.** Efforts to help enhance PNG Defence's financial management, strategic planning, capability development, workforce planning, project management, intelligence

analysis, and health support capacities, as well as its interagency links and reputation with PNG's central agencies, are increasingly being recognised as crucial to the force's future effectiveness. The Department of Defence has essential enabling roles to play in support of the force in many of these areas.

- e. **Evolution of our annual exercise program.**

It is important to ensure the scope and shape of the annual ADF-PNGDF exercise program is regularly updated to continue to meet our two forces' respective and shared needs, to consolidate and build on previous training and to remain relevant to developments in the strategic environment (such as the future introduction of ADF's new amphibious capability).

- f. **Scope for increased strategic focus in particular areas.**

Experience of recent activities and discussions suggests there could be value in greater DCP attention to: support for land/maritime border patrolling; intelligence research and analysis training; internal audit; future maritime capability; future international peacekeeping, and support for PNG's whole-of-government security architecture. Through the DCP the ADF has 27 ADF personnel (25 uniform and 2 APS) permanently based in PNG. Of this 23 are based in Port Moresby and 4 are located in Lae.

## **DCP PNG WORKSCOPE STATEMENT FOR FY 2013/14**

1. **Project One: Strategic dialogue.** Strategic dialogue includes bilateral talks and senior and counterpart visits at Minister, PNG Department of Defence, Australian Department of Defence, Headquarters PNGDF and Formation Headquarters level that provide the opportunity to discuss regional security matters and emerging issues relevant to the DCP. As agreed in the Defence Co-operation Arrangement dated May 2013 Australia and Papua New Guinea will strengthen mechanisms for consultation on security and defence issues, through the

establishment of an annual Australia-Papua New Guinea Defence Ministers' Meeting. This meeting will be dedicated to ministerial discussion of their respective countries' security and defence priorities, and how these priorities should influence bilateral cooperation under the DCP and through other practical defence cooperation initiatives. Regular formal dialogue between PNG and Australia, in the form of Defence Cooperation Talks, is the avenue through which both partners formally review the scope and focus of the bilateral defence relationship and agree forthcoming DCP activities. This project's activities guide the DCP's strategic, long-term focus and help prioritise resources to key outcomes in a tight fiscal environment. In FY 12/13, The Australian and PNG Defence Organisations are also reinvigorating a previously regular exchange of information, intelligence and perspectives on strategic issues and developments of shared interest that had languished up to 2010. Total funded PGK 502,910 (PGK 400,000. at Post, PGK 102,910 at Desk).



*ADF member fostering security in PNG. Defence image.*

## 2. **Project Two: Exercises and operations.**

Regular bilateral and multilateral exercises support a professional, capable and sustainable PNGDF. The skills and interoperability developed between PNGDF and ADF units during these exercises enhance the PNGDF's border and maritime security capability and

our combined ability to foster security and stability in our region. This project builds on achievements in FY 12/13 and will also help assist the PNGDF to prepare to contribute to their current commitments in Darfur and Southern Sudan and any future United Nations peacekeeping operations. The increased use of MTTs is expected to become a key element of preparations for exercises and operations. Total funded PGK 8,320,222 (PGK 3,481,500 at Post, PGK 4,839,422 at Desk).

## 3. **Project Three: Training.**

DCP funded individual training activities and courses support the development of professional and effective PNGDF and PNG Department of Defence (DoD) personnel. In PNG, DCP support augments the PNGDF's and DoD's existing training capabilities and resources through instructor support and funding for training materials and other course costs. In Australia, DCP support provides specialist skills and leadership training opportunities for PNGDF and DoD personnel that are not available within the PNG training system. Total funded PGK 10,314,779 (PGK 3,878,250 at Post, PGK 6,436,529 at Desk).

## 4. **Project Four: Infrastructure.**

DCP support to maintain and renew PNGDF infrastructure augments the limited PNGDF funding available to improve the working and living conditions of PNGDF personnel. By undertaking large infrastructure projects, including through Army's 19 Chief Engineer Works, the DCP demonstrates Australia's commitment to the bilateral defence relationship. Through skills transfer and mentoring, small infrastructure projects, Project Halivim Poroman, Igam Barracks magazine construction, and the Self Help Program, we assist PNGDF units to operate on a daily basis, as well as promoting individual skills, motivation and retention within individual units. In addition this Project provides support to the PNGDF to enhance its logistics capabilities and capacity. The revitalisation of the PNGDF's logistics capability and capacity is critical, if the PNGDF



is to meet its Medium Term Development Plan expansion goals, as well as its Government directed Operational and Nation building tasks. This project includes the conduct of weapons, ammunition audits, magazine and armoury security inspections and the revitalisation of the PNGDF's Force Support Battalion and general logistics infrastructure, processes and procedures. Total funded PGK 6,501,101 (PGK 4,202,650 at desk, PGK 2,298,450 at Post).



*Australia supporting Infrastructure development. Defence image.*

**5. Project Five: Capability development.**

DCP in-line officers and attached advisers provide support to the development and implementation of PNG Defence policy and doctrine. This assists PNG Defence to improve the basis upon which it trains and operates. In support of the PNG Defence Reform Program Phase Two, the DCP funds the purchase and maintenance of equipment for the PNGDF to use in border surveillance activities, augmenting the level of support provided by the PNG Government. In addition, this project incorporates the DCP contracted support to the PNGDF Air Transport Wing, including the provision of three helicopters for a period of two years commencing April 2012. Total funded PGK 17,826,500 (PGK 6,415,960 at Post, PGK 11,410,540 at Desk).



*Joint training supports capability development.*

*Defence image.*

**6. Project Six: Maritime.** DCP assistance to the PNGDF maritime element (ME) supports an effective PNGDF maritime security capability. DCP technical assistance, maintenance support and operations advice augments the PNGDF's limited resources and develops PNGDF ME skills. This enables the PNGDF ME to fulfil its maritime surveillance responsibilities within PNG's Exclusive Economic Zone. In addition to DCP assistance to the PNGDF ME outlined in this work scope statement, Defence also supports the PNGDF ME's four Pacific Patrol Boats (PPBs). Australia gifted the four PPBs to PNG between 1987 and 1989, and will support them until the end of their life in 2022. In FY13-14, DCP support will enable the PNGDF ME to complete at least ten National Fisheries Authority and two Customs Patrols, and provide humanitarian assistance and respond to natural disasters. Australia will gift an RAN LCH during this FY to further enhance the PNGDF ME capability. The details of the gifting are still to be finalised. Total funded PGK 6,640,000 (PGK 1,340,000 at Post, PGK 5,300,000 at Desk).

**7. Project Seven: Governance and audit.** DCP-funded activities support the PNGDF and DoD to develop institutional strength, governance, professionalism and capacity. Current areas of focus are new initiatives stemming from the Joint Audit, funding visits by ADF health specialist Mobile Training Teams (MTT) to deliver medic training, maintenance and

acquisition of medical and dental equipment and supplies, capital assets management, internal audit, policy development, and personnel management. This assistance provides the PNGDF and DoD with the advice, training and resources necessary to better implement and monitor internal governance and management processes. Total funded PGK 1,134,810.

8. **Project Eight: DCP Administration.** The DCP supports ADF personnel employed in the PNGDF in in-line, advisory and liaison roles, and this includes a civilian governance adviser in the PNG Department of Defence. Under Project 8, the DCP funds conditions of service living and operating costs. Project 8 provides transparency in the provision of both discretionary and non-discretionary expenditure (less Defence and LES wages) as a cost in delivering Projects 1-7. Total funded PGK 2,600,799.

The ADF has numerous exercises scheduled to be conducted with the PNGDF through 2014.

Through the DCP the ADF has 27 ADF personnel (25 uniform and 2 APS) permanently based in PNG. Of this 22 are based in Port Moresby and 5 are located in Lae.

### **Australia's bilateral relations with PNG**

**Training and capacity building.** Through bilateral partnerships Australia has been working closely with PNG to address common challenges and achieve measurable progress in areas of health, education and law and order and governance. *The Joint Understanding between Australia and Papua New Guinea on Further Bilateral Cooperation on Health, Education and Law and Order, and The Joint Declaration for a New Papua New Guinea-Australia Partnership*, signed in Port Moresby in May 2013 by Prime Ministers Julia Gillard and Peter O'Neill build on mutually agreed measures.

The Joint Understanding between Australia and Papua New Guinea on Further Bilateral Cooperation is aimed at strengthening cooperation in the areas below.

- **Health.** Both governments are working to strengthen the health system to cope with the country's growing population. Some of the initiatives include improving management of the Port Moresby General Hospital and Lae Hospital and reconstruction and management of Lae Hospital. This includes funding senior personnel in skills development.
- **Law and order.** Australia is committed to better equip and train PNG to deal with its law and order challenges. A police contingent of 50 Australian police will be deployed to Port Moresby and Lae by end of 2013 to assist the Royal PNG Constabulary strengthen its community policing and evidence-based operations.
- **Education.** Australia has committed funds to rehabilitate essential infrastructure at the University of Papua New Guinea. This includes supporting training and exchange programs between PNG and Australian tertiary institutions to foster skills development.
- **Infrastructure development.** Australia is involved in the scoping and design of the study for the Madang-Ramu Highway.

The Joint Declaration for a New Papua New Guinea-Australia Partnership sets a new chapter in the deepening relations and commitment to improve: governance, promoting inclusive societies, and ensuring equitable and sustained economic growth and development. This includes dealing with issues of corruption, money laundering, people smuggling, arms smuggling, terrorism, and illegal drug trafficking. The level of cooperation extends to maritime and border security, regional peacekeeping and disaster relief.



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- <http://www.who.int/en/>
- <http://www.transparency.org/>
- <http://www.worldbank.org/en/country/png>
- [http://en.wikipedia.org/wiki/Papua,\\_New\\_Guinea](http://en.wikipedia.org/wiki/Papua,_New_Guinea)
- <https://www.cia.gov/library/publications/the-world-factbook/>

## AUSTRALIAN GOVERNMENT WEBSITES

- [www.ausaid.gov.au](http://www.ausaid.gov.au)
- <http://pngcanberra.org/>
- <http://www.afp.gov.au/>
- <http://www.defence.gov.au/>
- <http://www.smartraveller.gov.au/>
- <http://www.dfat.gov.au/geo/png/index.html>

## NEWS WEBSITES

- <http://www.thenational.com.pg/>
- <http://www.postcourier.com.pg/>
- <http://pidp.eastwestcenter.org/pireport/>
- <http://www.irinnews.org/country/pg/papua-new-guinea>

# List of Acronyms

<b>ADB</b>	Asian Development Bank	<b>HDI</b>	Human Development Index
<b>ADF</b>	Australian Defence Force	<b>HIV</b>	Human Immunodeficiency Virus
<b>AFP</b>	Australian Federal Police	<b>HMAS</b>	His/Her Majesty's Australian Ship
<b>ABG</b>	Autonomous Bougainville Government	<b>ICAC</b>	The Independent Commission Against Corruption
<b>AIDS</b>	Auto Immunodeficiency Syndrome	<b>KNPB</b>	Komite Nasional Papua Barat (West Papua National Committee)
<b>AIF</b>	Australian Imperial Force	<b>LNG</b>	Liquefied natural gas
<b>ANMEF</b>	Australian Naval and Military Expeditionary Force	<b>MAF</b>	Mission Aviation Fellowship
<b>APIBC</b>	Australia Pacific Islands Business Council	<b>MTT</b>	Mobile Training Teams
<b>ASIS</b>	Australian Secret Intelligence Service	<b>NBC</b>	National Broadcasting Corporation
<b>AusAID</b>	Australian Agency for International Development	<b>NGO</b>	Non-government organisation
<b>BPA</b>	Bougainville Peace Agreement	<b>OPM</b>	Free Papua Movement
<b>BCL</b>	Bougainville Copper Limited (Ltd)	<b>OPM</b>	Organisasi Papua Merdeka
<b>BRA</b>	Bougainville Revolutionary Army	<b>PIF</b>	Pacific Island Forum
<b>BRF</b>	Bougainville Resistance Force	<b>PMG</b>	Peace Monitoring Group
<b>BTT</b>	Bougainville Transition Team	<b>PNG</b>	Papua New Guinea
<b>CIA</b>	Central Intelligence Agency	<b>PNC</b>	People's National Congress
<b>CRA</b>	Conzinc Riotinto Australia (Ltd)	<b>PP</b>	People's Party
<b>DCA</b>	Defence Cooperation Arrangement	<b>PPP</b>	People's Progress Party
<b>DCP</b>	Defence Cooperation Program	<b>PNGDF</b>	Papua New Guinea Defence Force
<b>DFAT</b>	Department of Foreign Affairs and Trade	<b>RAN</b>	Royal Australian Navy
<b>GoAUS</b>	Government of Australia	<b>RAAF</b>	Royal Australian Air Force
		<b>RPIR</b>	Royal Pacific Islands Regiment

<b>RPNGC</b>	Royal Papua New Guinea Constabulary
<b>SPPKF</b>	South Pacific peace-keeping Force
<b>TI</b>	Transparency International
<b>TMG</b>	Truce Monitoring Group
<b>THE</b>	Triumph Heritage Empowerment Party
<b>UDP</b>	United Democratic Party
<b>UN</b>	United Nations
<b>UNCAC</b>	United Nations Convention against Corruption
<b>UNICEF</b>	The United Nations Children's Fund
<b>UNOMB</b>	United Nations Observer Mission on Bougainville
<b>URP</b>	United Resources Party
<b>USA</b>	United States of America
<b>WHO</b>	World Health Organisation
<b>WoG</b>	Whole of government

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19. ABSTRACT  This Handbook provides information that will assist in understanding the complex environment that is Papua New Guinea (PNG) in the 21st century. The research and analysis should support a range of contingencies that might see the Australian Defence Force (ADF) operating in support of the PNG Defence Force (PNGDF). These include bi-lateral and multi-lateral exercises, stabilisation and capacity building missions and humanitarian assistance and disaster relief (HADR) operations.					